

COMMUNITY PLANNING ASSOCIATION OF CANADA

COMMUNITY PLANNING REVIEW



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Ottawa, June 1956

REVUE CANADIENNE D'URBANISME

L'ASSOCIATION CANADIENNE D'URBANISME

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Editor: ERIC BEECROFT

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REGENT PARK SOUTH

This will be Toronto's second slum clearance and redevelopment project with federal assistance under the National Housing Act. The area to be cleared, covering approximately 26.5 acres, will be used for a Federal-Provincial low rental housing project of 735 units. Architects: Page and Steele for the apartments; J. E. Hoare, Jr. for the row housing.

The air photo also shows a large part of the first redevelopment project—Regent Park North, with 1,289 units—which is nearing completion.

REGENT PARK SUD

Ce sera le deuxième projet d'élimination des taudis et de rénovation réalisé à Toronto avec l'aide du gouvernement fédéral, en vertu de la Loi nationale sur l'habitation. L'espace déblayé, d'une superficie d'à peu près 26.5 acres, servira à la construction d'un projet d'habitation à loyer modique de 735 unités par les gouvernements fédéral et provincial. Architectes: Page et Steele pour les appartements; J. E. Hoare, Jr. pour les maisons en terrasse.

La photographie aérienne montre une grande partie du premier projet—Regent Park Nord, contenant 1,289 unités—qui sera bientôt parachevé.

GRAND DESIGN IN PITTSBURGH

by David L. Lawrence

There are some occupations which irresistibly attract the amateur. Bull-fighting has its Ernest Hemingways. Every fire house has its neighbourhood fire buffs, the loungers who identify themselves with the firemen and their shiny, noisy apparatus. And I have noticed, as I'm sure you have, that the world is full of lay architects and unprofessional city planners — people who love a set of blueprints with the same intensity that a baseball fan brings to the daily box-score.

I'm sure that if we were all millionaires, there would be an enormous number of architectural commissions annually awarded, of city plans made and remade, with no more intention of using them than the stamp collector has of using his mint sheets to mail a letter. They would pile plans in cabinets, as the stamps go into albums.

I think I should quickly tell you that I am not so attracted. I do not pore over blueprints. I have no personal theories of design. I don't read the architectural magazines. I am only a very practical and prosaic mayor of a large city, which I love, and which I want to see become more serviceable to its region and more livable for its inhabitants.

My effort must go, not into architectural and planning critiques, but into the limited, tedious, persevering work of making things happen.

I am not impatient, as Robert Moses appears to be, with those who insist on what they consider the ideal. Instead, I think it is very necessary for the practical among us to be constantly challenged by those who want to do it better; to be compelled to make hard compromises instead of easy ones; to stretch and pull at the dollar sign and the land available and the needed uses until that which is done is admittedly the very best that can be done.

Of course, we cannot afford interminable, paralyzing wrangles in our cities.

There must be decisions reached, construction started, things accomplished.

I have been saying for a lot of years now that we cannot succeed if we only show ink on our fingers from the plans for our city's future; we must also have some sticky mud on our shoes from the construction jobs.

That, I think, has been the grand design of what we have tried to do in Pittsburgh. The original grand design,

you will recall, was the plan of Henry the Fourth's great Minister, Sully, for something like a United States of Europe. The seventeenth century could not accept it; nor, to our own great harm and sorrow, has the twentieth.

But our grand design in Pittsburgh has been the acceptance of a belief that a city is worth saving; that a successful organism in the plan of nature must have a head and nerve center; that the people of a city can take pride and glory in it in our own times as the Athenians did under Pericles or the Florentines under Lorenzo.

Perhaps we are all wrong.

Perhaps the city is technologically obsolete.

Perhaps the world of tomorrow will belong not even to the suburbanite, but to his kinsman, one step removed, the exurbanite.

But, in our design, we don't think so.

We think that civilization cannot be a string of country villas, or a sprawl across the landscape of incomplete satellites revolving around nothing. We think

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Editor's Note on the Author and the Illustrations

Few mayors have been so renowned for their city-building and for their influence in their nation's business as David L. Lawrence. Besides holding office as mayor of his native city since 1945, he has long been a prominent figure in the affairs of Pennsylvania and of the U.S.A. at large. The REVIEW is pleased to have his permission to publish this address given at a Conference on Urban Design at Harvard University on April 9, 1956.

We are also indebted for the photographs and the English captions to the Allegheny Conference on Community Development — the valuable citizens' body to which Mayor Lawrence refers in his address.

Readers will want to learn more about the Allegheny Conference in the hope of discovering the secret of successful public action on urban redevelopment. We are therefore printing as Appendix II in this journal the Conference's own "Statement of Purpose, Organization and Operation".

THE FUTURE. An artist's drawing to show how the Point area of Pittsburgh will appear when the projected development has been completed.



L'AVENIR. Esquisse montrant ce que sera le secteur de la Pointe quand le développement projeté aura été complété.

Pittsburgh Renaît!

Le maire Lawrence expose ainsi la philosophie sur laquelle repose le projet de rénovation de Pittsburgh:

"Nous pensons que la civilisation ne peut se contenter d'enfilades de villas rustiques ou d'un miasme, à travers la campagne, de petites villes satellites incomplètes ne se rattachant à aucune cité centrale. Nous pensons qu'il doit y avoir un foyer urbain où les citoyens les plus habiles dans leur sphère peuvent se rencontrer et échanger idées et services; où le rare et le beau peuvent être appréciés; où l'art de l'administration peut s'exercer de façon à faire face aux problèmes de plus en plus complexes de l'industrie et du gouvernement; où l'homme peut satisfaire ce besoin fondamental de se mêler à ses semblables."

Le maire Lawrence rend hommage à la collaboration réussie entre les diverses professions et entre le gouvernement et les associations de citoyens. *"La preuve de l'excellence de nos plans d'ensemble et de nos grands projets d'avenir", dit-il, "se trouve dans la mesure selon laquelle nous réussissons à réconcilier d'une part les pouvoirs et contrôles gouvernementaux et l'initiative et la poussée de l'entreprise privée d'autre part."*

La poursuite de cette œuvre dans Pittsburgh, selon M. Lawrence, *"s'inspire de deux sources d'action. Le gouvernement donne beaucoup; mais il reçoit autant qu'il donne de la part du groupe représentant les citoyens à la Conférence d'Allegheny sur l'urbanisme."*

"Nos urbanistes officiels", ajoute-t-il, "savent comment il est bêtement facile d'être négatif; cependant ils ont essayé de diriger le mouvement."

Décrivant le Centre Gateway, le maire Lawrence déclare qu'il s'agit là d'un *"district commercial débarrassé de la tyrannie de l'espace vital, c'est-à-dire de cette nécessité de bâtir chaque pouce de terrain pour en obtenir un rendement maximum."* On y a fait disparaître un réseau de rues et une subdivision cadastrale datant de 1794 et on a réduit le pourcentage de l'aire construite par rapport à l'aire totale de presque 100% à moins de 30%, sans tenir compte évidemment des rues et ruelles. L'apparence de parc sera préservée par les clauses du contract, comme d'ailleurs le stationnement hors-rue et l'utilisation ordonnée du sol. Dans quelques années, Pittsburgh possèdera cette particularité unique dans les tissus urbains: une ceinture de verdure autour du centre des affaires, présentant un mélange harmonieux d'édifices à bureaux, de routes, de ponts, de fontaines, de jardins, d'arbres et de miroirs d'eau."

Un des projets, dont le coût peut s'élever à plus de \$100,000,000, nécessitera, selon la description du maire Lawrence, *"une destruction massive de taudis"*. Ce projet comporte une *"rénovation selon des utilisations variées, un nouveau réseau de rues, le remembrement des lots en larges parcelles appropriées à l'implantation de commerces"*

(voir page 58)



THE PAST. Pittsburgh's Golden Triangle — the central business district — as it appeared in 1947 before the Redevelopment Program was started. The first 59 acres represents the oldest section of the city. Here in 1758, British forces under General John Forbes defeated the French in one of the decisive battles for North America. Before demolition the area contained loft buildings, warehouses and an old railroad terminal and was crisscrossed with railroad lines.

LE PASSÉ. Le GOLDEN TRIANGLE de Pittsburgh — le district commercial du centre — tel qu'il apparaissait en 1947 avant le début du programme de rénovation. Les premières 59 acres représentent le plus vieux secteur de la ville. Ici, en 1758, les forces britanniques, sous le commandement du général John Forbes, ont défait les Français dans l'une des batailles décisives de l'histoire de l'Amérique du Nord. Avant la démolition, cet espace contenait de petites industries, des entrepôts et un vieux terminus de chemin de fer, et les lignes de chemins de fer s'y entrecroisaient.

Pittsburgh renaît (suite de la page 57)

et de maisons d'appartements, avec beaucoup d'espace libre et de stationnement, un auditorium et d'autres facilités culturelles et récréationnelles."

"Nous espérons", conclut M. Lawrence, "que les disciplines de l'architecte, de l'architecte paysagiste et de l'urbaniste ne nous feront jamais défaut dans nos efforts

à remplir pleinement nos obligations. Il va sans dire que ces disciplines ne peuvent être infaillibles parce que sujettes aux erreurs humaines. Cependant, comme administrateur public, je ferai tout en mon pouvoir pour tirer de ces disciplines tous les avantages qu'elles peuvent nous offrir."



THE PRESENT. Pittsburgh Golden Triangle as it appears today. In the first 36 acres the State of Pennsylvania is developing Point Park, restoring the beauty of the area and emphasizing its historic significance. Important highway connections are part of the Park's development. The piers of the new Fort Pitt Bridge across the Monongahela River are clearly shown at the right. Adjoining Point Park is 23-acre Gateway Center, a new business development, containing three skyscrapers (left centre in the photos), built by the Equitable Life Assurance Society of the United States. The State of Pennsylvania is completing a 16-storey State Office Building (right centre). The tall skyscraper in the upper centre of the photo is the Mellon-US. Steel Building.

Land was assembled by the Urban Redevelopment Authority of Pittsburgh. There are no federal funds in this project.

LE PRÉSENT. Le GOLDEN TRIANGLE de Pittsburgh tel qu'il apparaît aujourd'hui. Sur les premières 36 acres, l'État de Pennsylvanie est à développer le POINT PARK, rétablissant la beauté naturelle du site, et faisant ressortir son importance historique. D'importants raccordements de routes font partie du développement du parc. Les piliers du nouveau pont FORT PITT qui traverse la rivière Monongahela sont clairement montrés à droite. Adjacent au POINT PARK se trouve le GATEWAY CENTER de 23 acres, nouveau développement commercial, contenant trois gratte-ciel (à gauche sur les photographies), construits par la EQUITABLE LIFE ASSURANCE SOCIETY OF THE UNITED STATES. L'État de Pennsylvanie est à compléter un édifice à bureaux de 16 étages (à droite au centre). Le haut gratte-ciel, en haut au centre de la photographie, est l'édifice MELLON-US. STEEL.

L'aménagement du terrain a été effectué par la URBAN RE-DEVELOPMENT AUTHORITY de Pittsburgh. Il n'y a pas de fonds fédéraux engagés dans ce projet.

GRAND DESIGN IN PITTSBURGH

there must be a center where the highest skills may congregate and exchange ideas and services; where the rare and the beautiful may be exalted; where the art of administration may be practiced to meet the increasing complexities of both industry and government; where the human need for mingling with one's fellows can be met.

That has been the philosophy of our design for Pittsburgh.

The detail of design has been in many hands.

Ralph Griswold, landscape architect, is doing Point State Park, with Clarke and Rapuano, landscape architects and engineers, in consultation. The site plan for Gateway Center was developed by Clarke and Rapuano, and the Equitable Life building group had, as architects, Irwin Claven and Eggers and Higgins. The project was developed and guided by Robert Dowling and the City Investing Company. Altenhof and Bown are the architects of the State Office Building now in construction in Gateway Center; Press Dowler is designing the new Bell Telephone building there.

Harrison and Abramowitz were the architects of the Mellon Bank-U.S. Steel Building and the Alcoa Building which flank Mellon Square; Mitchell and Ritchey designed Mellon Square itself. Hoffman and Crumpton, architects, have done four downtown garages for the Parking Authority.

The site plan for the redevelopment of the Lower Hill has been the work of Mitchell and Ritchey and the City Planning Commission. The design for the Municipal Auditorium, centerpiece of the Lower Hill redevelopment, is Mitchell and Ritchey's.

Now, I have neither praise nor blame to give to any of this work, as to detail of design.

As professionals, you will make your own judgments regardless of what I say. As a layman who can never remember the difference between a mullion and a spandrel, I have no particular criteria except the instinctive reactions of pleasure or unease, and a general objection to leaky roofs and bids in excess of cost estimates.

But, as Mayor of Pittsburgh, and thus charged for the term with some responsibility in our city, I take enormous pride in the fact that our community has made this work possible; that we have financed it, publicly and privately; that we have created an impetus for it; that we have been able to reach community agreement that we must make our city over into the best that we can imagine, fashion, and afford.

"Afford" is the key word in that sequence, I suppose.

We can "imagine" without limit.

With today's technology, we can "fashion" anything.

The limiting factor, except in slave societies where the sustenance of the people can be drained into monu-

ments, must always be our willingness and our ability to pay for what we want.

Perhaps our handsome Mellon Square would have been even more handsome if it did not also have to provide for underground parking.

Perhaps the buildings in Gateway Center could have been more striking if they had been built as monumental buildings, instead of commercial investments which must pay a return on capital invested.

But a community — except Washington — cannot live on public works alone. The test of our design, the test of our planning, comes when we make the best possible reconciliation of public powers and controls with the drive and initiative of private enterprise.

The public body should not be obsessed with controls.

It should also, ideally, have the capacity to inspire.

In our own situation in Pittsburgh, we have found that such inspiration is actually a two-way flow. Perhaps some of it has come *from* government; at least as much has come *to* government from the citizen representation of the Allegheny Conference on Community Development.

Our public planners know that it is fatally easy to be negative; they have tried instead to guide.

Before this group of their professional associates, I should like to emphasize the vital role played by two of them — Park H. Martin, director of the Allegheny Conference, and Frederick Bigger, for many years chairman of our City Planning Commission and now consultant to our Urban Redevelopment Authority.

Rather pretentiously, our program has been called "the Pittsburgh Renaissance" and our central business district, "the Golden Triangle".

Our general improvement program has been concerned with many things apart from land uses and buildings. We have worked hard in the fields of air and water purification, in public health, in flood control. We feel that we have largely conquered the nuisance of smoke and air pollution, and just last week, we began the physical construction of a \$100,000,000 sewage treatment system.

But the most obvious things — the symbols, the attention drawers — are buildings and new land uses. And in Pittsburgh, the most conspicuous place is the downtown district, the Golden Triangle, a few hundred acres of land between the Allegheny and Monongahela rivers.

Downtown Pittsburgh has been tremendously changed in this last decade.

It has been ripped apart, opened up, demolished and rebuilt on more than a quarter of its area.

At the Point, where the rivers join to form the Ohio, an area of 36 acres, once solidly built upon, has been cleared for the Point State Park. Two existing bridges will be torn down; two new ones built. The Park must

GATEWAY CENTER, the new business development in the Lower Triangle, was built by Equitable Life Assurance Society of the United States.

GATEWAY CENTER, le nouveau développement commercial dans le LOWER TRIANGLE, construit par la EQUITABLE LIFE ASSURANCE SOCIETY OF THE UNITED STATES.



be crossed by a vital highway interchange, and a major design effort has been made to prevent the highway from destroying park values. The arch of the interchange will be 200 feet long, giving an unobstructed view of the park from the city. The treatment of the interchange will not be standard highway engineering with its all too common insensitivity to any value except the movement of traffic; the state highways department has engaged Skidmore, Owings, and Merrill and Charles M. and Edward Stotz to develop the architectural planning of the structure.

At the very junction of the river, in the historic and geographic birthplace of the Ohio valley, a fountain will be built to symbolize the meeting of the waters and the rivers' part in the settlement and economic growth of America's heartland. The fountain, with a jet capable of rising 150 feet, will be the focus of our area — the trademark of Pittsburgh as the Eiffel Tower is for Paris.

The Point Park will be an ever-present reminder of an adventurous frontier past. It will outline the boundaries of Fort Duquesne, reconstruct the Monongahela bastion of Fort Pitt, house a historic museum which will call to memory the French and Indian wars; the great British statesman from whom we take our name, William Pitt, Earl of Chatham; and the great American patriot who chose our location, George Washington.

The plantings in the park will be the native species — the flora which existed in the river bottoms of Western Pennsylvania 200 years ago.

Nothing in the park will commemorate any man or happening of the last 156 years.

The park has a very mundane, practical use. It helps us modernize traffic circulation around our business district.

The park will have a great aesthetic value. It opens our downtown vista to a sweep of land and water, to growing things and earth.

It will have recreational value. The fountain pool will be artificially frozen in winter for skating. The banks of the rivers — walls of the park — will be in part bleachers for aquatic shows and boat races.

And, perhaps as important as any other of its good qualities, the park will emphasize the continuity of the city, the ties we have with the past, the debt we owe to geography and the debt we owe to history, the origins of the town.

We do not believe that our founders were suckled by she-wolves — but they were tough and self-reliant, good people to remember.

Good urban design, as I see it, should not break completely with the past. The stream of civic consciousness should somehow flow into the present from a community's origins, as the psychologists tell us an individual's consciousness holds the events of earliest infancy.

Having recaptured something of the past in Point Park, we move directly toward the future in adjoining Gateway Center. Gateway is a 23 acre redevelopment project, non-Federal, in which the Equitable Life Assur-

GRAND DESIGN IN PITTSBURGH



MELLON SQUARE SITE, *before demolition.*

LE SITE DU SQUARE MELLON, *avant la démolition.*

ance Society is the redeveloper and the Urban Redevelopment Authority of Pittsburgh the public agency.

It is a business district relieved from the tyranny of land and from the pressure to cover every inch of ground to bring a maximum return. The redevelopment project, together with Point Park, has eliminated a street pattern and a lot pattern laid out in 1794. Land coverage which had been close to 100%, excluding streets and alleys, is now less than 30%. The atmosphere of Point Park has been projected into the city's premium business district.

Equitable has itself built three buildings, one of 24 storeys and two of twenty storeys, which are rented as corporate offices. They have famous name tenants — Pittsburgh Plate Glass, Jones and Laughlin Steel, Westinghouse Electric, National Supply. These buildings are almost fully occupied.

The Commonwealth of Pennsylvania and the Bell Telephone Company of Pennsylvania are now constructing office buildings in the Center, on land purchased from Equitable. The covenants of the redevelopment contract hold in such cases.

The Equitable buildings are in stainless steel; the state office building in blue panels of aluminum. Bell's building will also have a metal skin — which metal as yet unannounced. We have a rather fierce steel and aluminum competition in the Pittsburgh district, which often requires a Solomon's judgment. Our economy tells us to love them both.

The redevelopment plan and the redevelopment contract are carefully drawn to protect the project from excessive land coverage. Parklike appearance is contractually assured, as are adequate off-street parking and harmonious building uses.

Each proposed new building is subject to review by the Urban Redevelopment Authority and the City Planning Commission, and City Council may forbid a use which it finds in conflict with the contract terms.

Gateway Center and Point Park, in their final development which we should reach in about five years, will actually give us something unique in urban life — a greenbelt border for a central business district, a blending of office buildings, highways, bridges, fountains, gardens, trees, and water.

In the very heart of the Pittsburgh business district, where the working population is most dense and the land use most intensive, we have also been able to create our first openness — to bring flowers, trees, and fountains, and the luxury of rich materials — through the construction of Mellon Square Park.

Its utilitarian use is the parking of more than 800 cars.

It forms a plaza for the Mellon Bank-U.S. Steel Building and the Alcoa building, newly constructed on its borders, and for old neighbors — the Oliver Building and the William Penn Hotel — that look different to us now that we can see them plain.

MELLON SQUARE PARK, described by Mayor Lawrence as one of the most popular of the redevelopment projects. Situated in the midtown Triangle between the 41-storey Mellon-U.S. Steel building and the 30-storey Alcoa building, it is an oasis of greenery and beauty. Under the Park is a six-level garage accommodating 890 cars. This project was made possible by a grant to the City of Pittsburgh of over \$4,000,000 from three Mellon family foundations.

SQUARE MELLON, décrit par le Maire Lawrence comme étant l'un des projets de rénovation des plus populaires. Situé dans le Triangle, au centre de la ville, entre l'édifice MELLON-U.S. STEEL de 41 étages et l'édifice Alcoa de 30 étages, c'est une oasis de verdure et de beauté. Sous le parc, se trouve un garage de six étages pouvant recevoir 890 voitures. Ce projet est rendu possible par un octroi à la Cité de Pittsburgh de plus de \$4,000,000 de la part des trois fondations de la famille Mellon.



To make Mellon Square possible, the foundations of the Mellon family gave the City of Pittsburgh a gift of more than \$4,000,000. A whole city block, more than 60,000 square feet of premium real estate, was bought and cleared. It was excavated to provide the underground parking. To preserve the commercial character of a principal business street, shop fronts were built on the Smithfield Street side. The surface (actually the roof of the garage) is a park development in the contemporary style.

If I can judge public opinion in Pittsburgh, the people of the city like Mellon Square just about as much as anything that has yet been done. Its steps are climbed without a thought, except the pleasure of a thing of beauty, in these pleasant days of early spring.

We hope to do another downtown square — make another clearing — when the time comes that the Federal Government can move from its old postoffice building. Because of Point Park, we have been able to tear down an overhead railroad that used to run the length of our Allegheny river frontage downtown. Landscaping will make the former support areas of the overhead a series of planted gardens, featuring flowering crabs and cherries.

In downtown Pittsburgh, we have also built four publicly owned parking garages above ground. They are clean-looking structures, purely functional, and financially successful. In the very near future, our aggressively

managed Public Parking Authority will build two more of them. In this program, our design is to put the garages where the need is greatest, the traffic flow easiest, and the economic return at least above the break even point.

Our whole aim has been to use all our ingenuity, all of our store of good will and civic pride, all of our resources to redevelop the Golden Triangle so that it may endure as the center of a metropolis of more than 2,000,000 people — so that it will be convenient to reach, pleasant to work in, good to look upon, efficient for its task of administration, a shopping center beyond rivalry in our area.

We have in part succeeded.

We have infinitely more left to do.

One of our greatest efforts is just beginning.

Our Urban Redevelopment Authority has just made its first sales agreements for properties in the Lower Hill district — the first of a thousand negotiations and condemnations which will buy and clear 95 acres of blighted area that form the base of our Triangle.

In this project we are using Federal aid under Title I. We are getting some state assistance. The county government is assisting in the financing of a major highway. The Housing Authority will make the job of relocating 8,000 people possible. A new public instrument, the Public Auditorium Authority of Pittsburgh and Allegheny County, has been specially created to build the

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project's centerpiece. The A. W. Mellon Educational and Charitable Trust is making an invaluable contribution as a guaranteed redeveloper of land to be held for institutional use.

The total cost of this project, in public and private funds, when ultimate development is reached, may well exceed \$100,000,000.

It is a project which involves massive slum clearance.

The site plan provides for a diversity of uses — a new street pattern, the consolidation of parcels into large areas susceptible of commercial and apartment development with relatively low land coverage, parking, and the auditorium and other recreational and cultural uses.

The auditorium will be a multi-purpose structure. Its revolutionary feature will be a movable roof, opening it to the skies in fair summer weather, closing in a matter of minutes against threatened rain. The summer use will be predominantly for operettas; the winter use for sports and spectacles. There will be auxiliary convention meeting rooms and exhibit space.

It will be financed by a combination of private gifts, city and county contributions, and revenue bonds.

A city — a great city — must have some place for its people to assemble. Television, with all its wonders

and its errors, is not a complete substitute for flesh and blood.

To keep the city in the human scale, this central meeting place is part of our urban design.

In my judgment, the redevelopment of the Lower Hill — a giant bite from the core of the city — will be the greatest of our Pittsburgh projects, underway or yet envisioned.

I find that in my enthusiasm for Pittsburgh, I am in danger of making this a travelogue of the city, past, present, and future.

The point I would like to leave with you is that these things we have talked about are not of a future vague and undefined — they are of the present and the immediate future, with target dates and with commitments. These plans — this design for changing urban life — are being carried out. Each month and year sees them advance.

Long ago, almost twenty-five years ago, Pittsburgh was fortunate in that its Buhl Foundation developed and financed an outstanding example of good urban design. Its Chatham Village is as sound today, as livable today, as sought for today, as it was in the early 1930's when it was conceived and built.

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THE LOWER HILL Project "involves massive slum clearance".

LE LOWER HILL. Ce projet "nécessitera un déblaiement massif de taudis".



MODEL OF THE AUDITORIUM. *In the summer, with its roof open, it will serve as an amphitheatre for operettas and other outdoor activities. (Note below, the model of the Lower Hill Development). In case of rain, the roof will close at the press of a button. In the fall and winter, with the roof closed, the Auditorium will be used as a sports arena and convention hall. As an amphitheatre with the stage in use, the auditorium will seat 7,500. For hockey and ice shows, it will seat 11,000. For wrestling and boxing, when a ring is used, it will hold 14,000. As a convention hall, it will also seat 14,000. The building will also contain about 100,000 square feet of exhibit space.*

MAQUETTE DE L'AUDITORIUM. *L'été avec son toit ouvert, cet auditorium servira d'amphithéâtre, pour les opérettes et autres activités à l'extérieur. En cas de pluie, le toit se referme sur la pression d'un bouton. L'automne et l'hiver, le toit étant refermé, l'Auditorium servira d'arène pour les sports et de salle de congrès. Comme amphithéâtre avec scène, l'Auditorium contiendra 7,500 sièges. Pour le hockey et les représentations sur la glace, il y en aura 11,000. Pour la lutte et la boxe, alors qu'on utilise une arène, il en contiendra 14,000. Comme salle de congrès, le nombre sera aussi de 14,000. L'édifice comprendra aussi environ 100,000 pieds carrés pour les expositions.*



THE LOWER HILL DEVELOPMENT. *To the east of the Triangle, this tract of 95 acres will be rebuilt through the Urban Redevelopment Authority. At present, it is the worst slum in Pittsburgh. Of its 1,800 families, 75 per cent are eligible for low rental public housing.*

The new Lower Hill will contain 12 acres of residential development, 10 acres for future cultural development, a large area for commercial use and a 20-acre site for an all-purpose Auditorium.

This project is being financed through a combination of city, county, state, federal and private funds.

LE DÉVELOPPEMENT DE LOWER HILL. *À l'est du Triangle, ce territoire de 95 acres sera reconstruit par la URBAN REDEVELOPMENT AUTHORITY. Présentement, c'est la pire zone de taudis de Pittsburgh. De ses 1,800 familles, 75 pour cent sont éligibles pour l'habitation publique à loyer modique.*

Le projet de rénovation comporte 12 acres de développement domiciliaire, 10 acres de développement culturel pour l'avenir, une grande étendue pour fins commerciales et un site de 20 acres pour un Auditorium utilisable à toutes fins.

Ce projet est financé par une combinaison de fonds provenant de la ville, du comté, de l'état et du gouvernement fédéral, ainsi que de l'entreprise privée.



GRAND DESIGN IN PITTSBURGH

CHATHAM VILLAGE. *Air view of 197 homes of the first and second units of the Buhl Foundation's large-scale investment housing project in Pittsburgh.*



CHATHAM VILLAGE. *Vue aérienne de 197 maisons des première et deuxième unités du grand projet d'habitation de la BUHL FOUNDATION à Pittsburgh.*

Photo: Buhl Foundation



BOULEVARD GARAGE. *This six-level open-deck garage, built by the Public Parking Authority of Pittsburgh, can accommodate 786 cars. It was financed by an issue of revenue bonds.*

LE GARAGE BOULEVARD. *Ce garage de six étages sans murs extérieurs, construit par la PUBLIC PARKING AUTHORITY de Pittsburgh, peut recevoir 786 voitures. Il a été financé par une émission d'obligations sur le revenu.*



Spring Scene in Chatham Village, 1953.

Scène de printemps à CHATHAM VILLAGE, 1953.

Photo: Buhl Foundation

PENN-LINCOLN PARKWAY. This is a 27-mile limited access highway carrying two national routes into and through the City of Pittsburgh. The Squirrel Hill Tunnel, shown on this photo, passes beneath one of Pittsburgh's most densely populated residential districts.

PENN-LINCOLN PARKWAY. C'est une route d'accès limité de 27 milles de longueur comprenant deux routes nationales conduisant à la Cité de Pittsburgh et la traversant. Le tunnel de SQUIRREL HILL, apparaissant sur cette photographie, passe en-dessous d'un des districts domiciliaires des plus densément habités de Pittsburgh.





THE CHILDREN'S ZOO, where nursery rhymes come to life, is among the most popular recreational improvements in Pittsburgh.

LE JARDIN ZOOLOGIQUE POUR LES ENFANTS, où les poésies enfantines reprennent vie, compte parmi les plus populaires des améliorations réalisées à Pittsburgh pour fins récréationnelles.

Chatham Village is now completing the construction of its third unit, which will increase the community in size to 216 families. It is very close to the heart of Pittsburgh, on Mt. Washington above the Monongahela. It consists of 46 acres, of which 17 have been built upon. Four acres are in playfields and 25 acres are in wooded hillside. It is beautifully planned row housing, which has turned the challenge of a hillside terrain into a virtue. It has been retained in the ownership of the Foundation and managed as an investment. It is in no sense a philanthropy.

As an investment, it has paid a stable return of more than four per cent through depression, war, and inflation. It has a record of 100 per cent occupancy over many years, and a very low rate of tenant turnover.

It not only pleases its tenants; it has pleased such notoriously critical people as Lewis Mumford and Catherine Bauer. More seriously, it is one of the fine things in Pittsburgh, so fully described in so many publications that I will not take your time for more detail today.

Rents average \$16 a room per month.

Its excellent planning has been supported by superbly careful maintenance.

The question that Chatham Village always raises is: why don't we build more like it in the Pittsburgh district and in the nation? I am not sure at all of the answer, but I think it may be that the comparative ease of home ownership — and the speculative profits in building homes for sale — have all but eliminated interest in rental housing.

The whole emphasis of public and private credit has been placed on ownership. And while a man's home is still his castle, individual ownerships of housing built

to meet minimum standards will not give us many Chatham Villages.

For a man with so limited an interest in design, I seem to be talking at great length about something. And, of course, that something is the urban community, the city.

Our City of Pittsburgh is only about 60 square miles. About 700,000 people live in its corporate limits. In that 60 square miles, we maintain the true urban life of a metropolitan community of some 2,200,000 people, resident in at least four counties.

We are the center of public and corporate administration; the center of education; the center of medical care; the center of banking and finance; the entertainment center. We have the great stores, the museums, the symphony and opera, even the best parks, the flower shows, the zoo.

In the Golden Triangle, we count our land in acres.

The Triangle and the University district, which are now approaching each other through the process of redevelopment, are together only a very few square miles — much less than our city's full total of 60.

And yet, it is on those few square miles of land that we function as a regional capital, that we become truly a great city.

It is our hope that the talent of the architect, the landscape architect, the city planner will never fail us as we strive to meet more fully our obligation. They will not be infallible and without human error, but as one public administrator, I hope to work always to give them a chance to do the best that is in them.

Except where otherwise indicated, the photographs appearing with Mayor Lawrence's article have been supplied by the Allegheny Conference on Community Development.

WHAT IS PLANNING?

by Anthony Adamson

Many readers of this magazine are far closer to the daily activity of planning than I am. But there are other people, including many municipal officials, who feel that they would like to get a better working knowledge of what planning is. So I am going to try to establish a base for such people by discussing the question "What is Planning?"

I suggest to you that it is a political activity in the true sense of the stem of that word, *polis*, city. It is a function of government. It is an activity vital to the economic and social well-being of society. It draws upon all of the sciences. It aims at the production of convenience and beauty in our physical environment so that we may obtain economic and social well-being. It is varied. It is human. It is a complex science of compromise. Yet, I suggest to you that this activity with which you are involved is now to you a dull, deadly serious activity of minor officials which drags slowly on hour after hour, year after year amid the complaints of the injured and the outraged.

It should not be this way. All planners are more or less messiahs and most of us, before being cut off in the prime of what we thought was a God-given mission, had the idea that we were about to participate in an exciting activity of social significance, one in which the people and their children's children would rise up and call us blessed.

Why has this essential activity become a dreary technique? Why is all society and the press in favour of exercising foresight and yet apparently unable to undertake this planning exercise boldly and with public understanding?

There are many reasons; but stop any man on the street and ask him what is wrong with the World, and I feel sure that he will indicate two things which seem to him almost as wrong as Russians. These are: the City and the local Politicians. Now if people insist on scorning their cities and their local politicians they will get what they deserve—us and our frustrations, and a three months wait for an indefinite answer to any simple question.

THE CITY IS HERE TO STAY

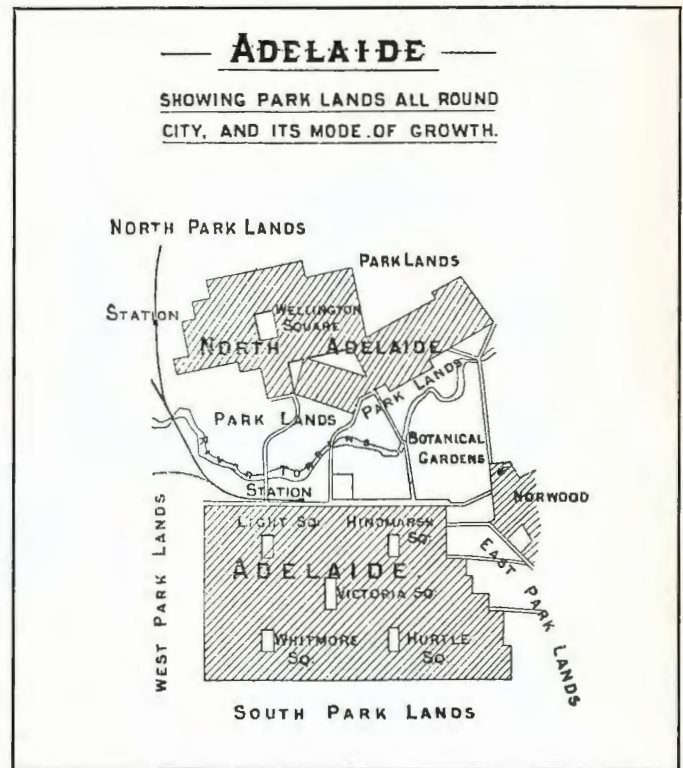
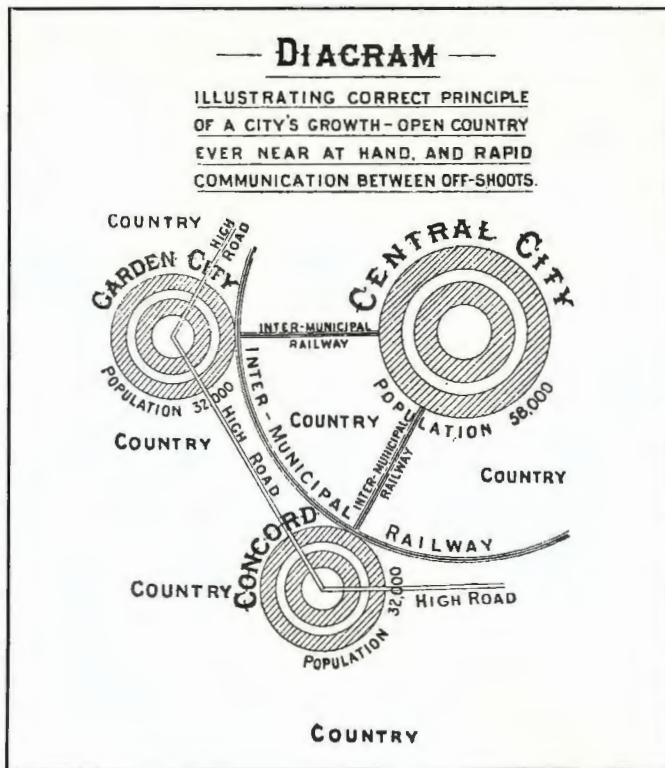
Few planners, architects, priests, assessors, sociologists or Planning Board Members have said anything nice about the form of cities for over a century. Contemporary authors scorn the present city, and others either prophesy for it a dour doom or recommend some pet and marvellous theory of urban corsetry or urban surgery as a cure. Ebenezer Howard did this 60 years ago. He was the originator of the Satellite town idea. He said we should live in little garden-y towns. More than 120 years ago, President Thomas Jefferson said that the masses should remain agricultural. Yet the city has been growing in size and importance at an ever increasing speed. It has outdistanced or has colonized town,

THE AUTHOR

Anthony Adamson's experience in community planning is almost unique. He has been wrestling with planning problems in many capacities: as a professional consultant in private practice; as a professor of architecture; as a member of a local school board; as a Councillor and as Reeve of his Township; as Chairman of a public utilities commission; and as President of the Town Planning Institute of Canada.

Mr. Adamson's distinction in Canadian planning was recognized by the United Nations in 1952 through the award of a Fellowship for the study of Town Planning and Municipal Government in Europe. It was in 1955 that he was elected President of the Town Planning Institute of Canada and as Chairman of The Public Utilities Commission of the Township of Toronto. Also in 1955, he became President of the Children's Aid Society of Peel County, Ontario. His home is in Port Credit.

The article presented in this issue is based upon a lecture given by Mr. Adamson in January, 1956, at the opening of an Extension Course in Community Planning at the University of Toronto. He has been a member of the staff of the School of Architecture at the University since 1943.



EBENEZER HOWARD'S DRAWINGS IN "GARDEN OF TO-MORROW"

village and farm. It is to the cities that we must turn to discover the future.

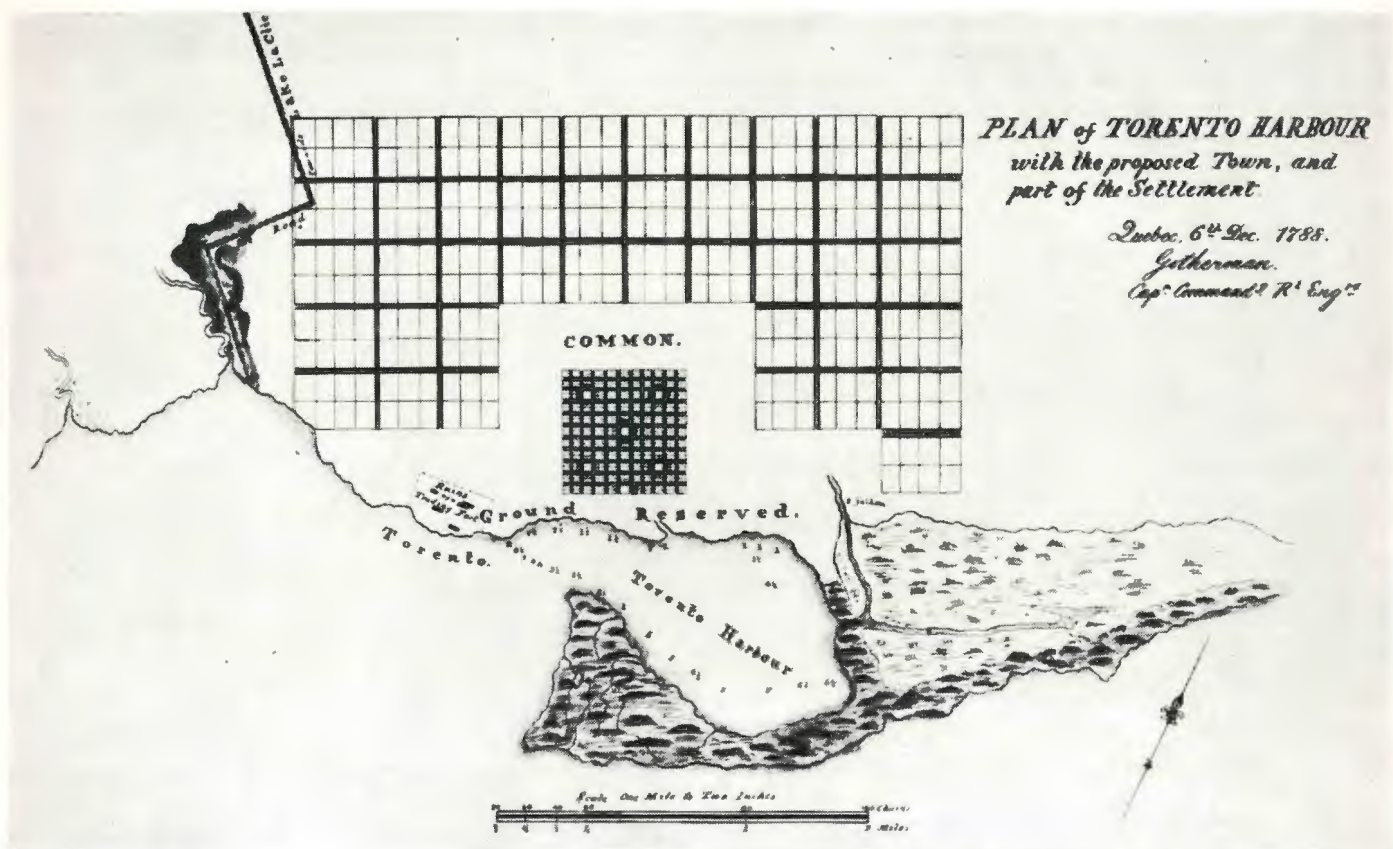
My experience on County Councils and other bodies of largely rural composition impresses me with the fact that it is only the farmer who now has respect for his local government and his municipality; and it is only the farmer also who has respect for land—his fields and fences and barns and stock. The city man has respect only for his little lot and its single-family detached R3 dwelling unit, which incidentally he is always prepared to sell. He thinks this temporary fox-hole is his castle and he throws banana peel—and raspberries—from it into the roads of progress.

In my opinion there is no need for worry over the size of cities or their present formlessness or the effect on them of the universal automobility of their residents. We are only in the initial stages of new economic and technological developments which are changing the shape of our cities. There are evidences of anarchy in our physical environment and of fumbling in our legislative efforts to deal with it. We seem to be observing not only a break-up of our old systems of local government but a process of regeneration in which we are learning to forget old principles of civic design before arriving at new principles and new forms of civic beauty. Perhaps in this regeneration we can humanize material progress instead of leaving Science on the pedestal reserved for Man.

Man is our client—urban man. He is the stuff of towns. He has contradictory, perverse, emotional and sometimes even money-making aims. His contacts and interests in a great city are so numerous that they can only be segmental or superficial. But town planning must be a synthesis of these aims made on his behalf.

We have been town planning in the Toronto area since 1790. Our first plan by Captain Gotherman, R.E. laid out a town site and a surrounding township for a population of about 150,000 people with a central core surrounded by a green belt which was itself surrounded by residential districts. The same form of plan was actually adopted by Adelaide, Australia.

Our first planning act was *The City and Suburbs Plans Act (Ontario) 1912*. This Act expressed the contemporary mistrust of local politicians and required that plans of subdivision be presented for approval to The Railway and Municipal Board of the Ontario Government, copies to be sent to the local politicians only for their information and directions if any. The New Brunswick Act of the next year set up a "Commission" appointed by the municipality. The Commission principle, expressed today in our Planning Boards under our 1946 act, is a continuation of the idea that planning must be kept out of politics. In Europe there are no such things as planning boards. It is mainly in North America that these appointed bodies exist.



Colonial Correspondence, Canada (Quebec) 1790, No. 47.

THE DIVISIONS OF THE PLANNING ACTIVITY

As I see it there are eight aspects or divisions of this Planning Activity as presently practised.

(1) **THE PLANNING SURVEY.** This is a continuing research study. (In Ontario no Act specifies the type of study required.)

(2) **THE CAPITAL EXPENDITURE PLAN.** This is a long range financing plan expressed in dollars and cents. (In Ontario no Act mentions such a plan.)

(3) **THE PHYSICAL PLAN.** This is a document designed as a continuing guide to development and is usually protected against sudden and irresponsible changes. (In Ontario this document is given legal status and called an **OFFICIAL PLAN** under the Planning Act.)

(4) **THE REGULATION OF LAND USE.** This regulation is designed to guide private property owners, protect their interest, and enforce the public intention set out in the Physical Plan. (In Ontario this regulation is chiefly made through a **Zoning By-law**, passed under the Municipal Act.)

(5) **THE REGULATION OF URBAN GROWTH.** This is a legal procedure in which a public authority wields the power of discretion over the urbanization of private property. (In Ontario this regulation is

made through a Subdivision Control By-law passed under the Planning Act.)

(6) **THE AMENDMENT OF PLAN AND REGULATIONS.** This is a legal procedure requiring formal legislative action. (In Ontario this procedure is set out in the Planning Act.)

(7) **THE VARIANCE OF PLAN AND REGULATIONS.** This is a procedure for the wielding of discretionary power in waiving certain legal requirements. (In Ontario this procedure is carried out by a Committee of Adjustment.)

(8) **PUBLIC INFORMATION.** This is the acquainting of the public with the purpose of Plans and Regulations, and the seeking of their cooperation.

These eight divisions are the same in all countries despite differences in legislation, national character, and government practice. They are the same whether the planning is for a great region or for a small village. If there is a weakness in one there is a weakness in the whole process.

At the present time we all know that "the public regulation of land use" by zoning is given pre-eminence in the thinking of both local governments and the public in Canada, to the detriment of the system. The reason for this is historical. Protection to property has been

WHAT IS PLANNING?

recognized as a function of local government since the first Neanderthal mayor sat on a boulder and called his older men together. This protection eventually included protection against local nuisances, and then against local abuses by other people of their own properties. For years every city of Ontario has been passing "restricted area by-laws". I believe we had over 1,000 operating in Toronto alone. Behind each was a little purpose; behind the lot was a thousand different purposes, uncoordinated by a physical plan. Our planning system has historically been built around this system of protecting property—and not of providing for public convenience.

THE PLANNING SURVEY

The Planning Survey is the basic information upon which the practicality and the acceptability of any broad policy or any detail of the planning activity rests.

The Survey is doubly vital therefore because without it a rational plan can neither be made nor justified. It is however the aspect of the activity which puts on the payroll people who can be made to appear useless, supernumerary and expendable. Planning Surveys have also had a bad press because at the start, or at the re-invigoration of many municipal planning activities, much information has been assembled at some expense which does not appear to serve a useful purpose. Even some of the best of us have padded reports with useless information in order to justify fees by the quantity of material supplied. The Planning Survey is not only the assembly of data but the building up of a corps of informed persons with studies of many kinds behind them. It is a body of men and their knowledge as well as the collected material upon whom the plan must rely.

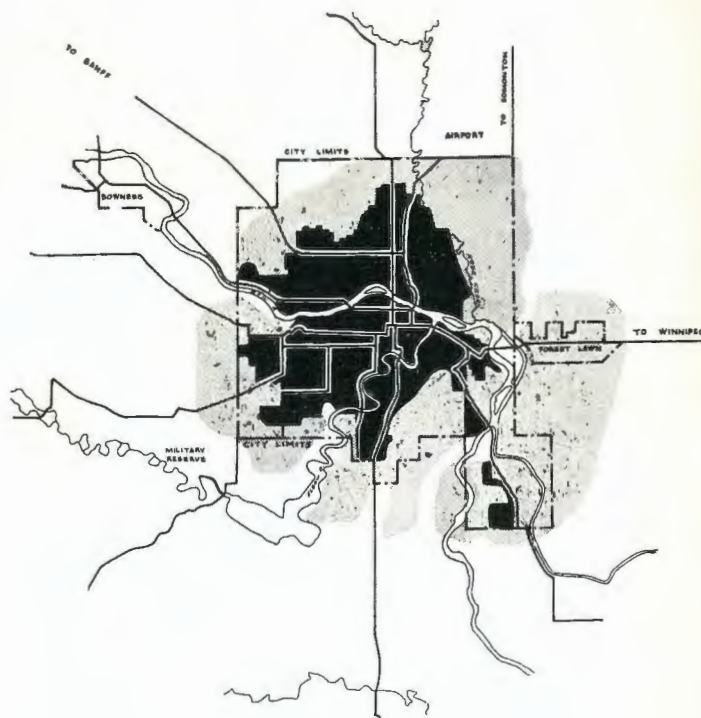
When I was a reeve in the sticks, the cost of making a planning survey of the physical, social and economic growth problems and the trends of this great city, upon which the growth of our fringe stickship entirely depended, seemed quite beyond the means of our rate-payers.

The Survey like all other aspects of the planning activity is continuous. It goes on and on. My experience has been that the researcher should not have visions or be put on public display. He should be of the quiet, anonymous, ferret type seeking satisfaction entirely in his work. To be effective he must have some degree of protection from the urgency that presses on those who are more directly concerned with private growth proposals.

CAPITAL EXPENDITURES PLAN

The next aspect of the activity is the Capital Expenditures Plan. I cannot speak with much authority on

¹Vancouver procedure is described in *Planning Administration* by G. Sutton Brown, *COMMUNITY PLANNING REVIEW*, Vol. IV (1954) pp. 24 ff. A discussion by American planners on *Fiscal Planning and Capital Budgeting* is reported in *PLANNING* 1954 (Amer. Soc. of Planning Officials, Chicago, Ill.) pp. 86-99.



SAMPLE OF A SEWER SERVICE AREA MAP

this matter. I doubt if many in Canada can.¹ Only one Official Plan in Ontario, I understand, has capital budget provisions in it. This is the aspect of planning in which there is least experience. The authorities of my experience who have shown the greatest acumen in financial planning related to physical expansion are the school authorities.

The making of a long range financial plan is however essential to physical planning. It gives reality to a physical plan. The 1943 "Master Plan of Toronto", the 1929 Advisory Technical Committee Plan and the 1912 Civic Guild Plan were all made without Capital Expenditures Plans. The implementation of all aspects of these plans was either not, or not thought, financially possible. A hit or miss attitude toward planning, necessary if finances are not arranged, is an attitude in complete antithesis to planning.

Financial planning properly related to physical planning is still in an embryonic stage and no single procedure has emerged that is generally followed in North America. In the United Kingdom, a five-year Capital Budget is required to be included in a "Development Plan"; but I have no direct experience with one of these planning documents.

There are, however, certain essential elements of any long-range financial plan. First, there must be comprehensive revenue anticipation and a forecast of the credit position. Second, there must be estimates of the cost of the programs of operation and maintenance and of capital improvement. In the United Kingdom, I believe, a 20-year financial plan was originally required, but this has been now reduced to five years. The terms of financial plans recommended in "Planning Administration" for United States municipalities are four and six years (five year plans being open to suspicion).

As well as estimates of revenue and expenditures, there must be a priority list for capital expenditures. Perhaps timing of capital expenditures should be required as an element of an Ontario Official Plan. Personally, I think that a financial plan should at the very least form part of the required basis upon which the Minister can make his judgment of the Official Plan. It is extremely salutary to force one year councillors to think 5 years ahead; it corrects attitudes. I anticipate future provincial regulations in this regard. At present our Planning Act makes no mention of Financial Planning.

An additional advantage of programming expenditures over a period of years is that it lengthens the time available for proper technical design. Without programming, the dear ratepayers are encouraged to press their pet schemes upon authority, and the squeaky wheel will always get the most grease unless there is an oiling program for every last cotter pin.

Again, the boundaries of municipalities, the outdated municipal assessment base of most provinces, and the short term of municipal councils (common in Ontario) all mitigate against successful financial planning, as well as against physical planning. The Ontario township of Saltfleet, for example, cannot make an intelligent financial plan, nor can the Hamilton-Wentworth Planning Area Board make a practical physical plan for it, if the City of Hamilton refuses to extend water to Saltfleet unless Saltfleet agrees to annexation whenever Hamilton wishes it. This standard type of Ontario urban fringe squeeze problem is overcome to some extent in the United Kingdom by making the elected County Councils both planning and utility authorities, and by "derating" industry so that the Saltfleets and the Hamiltons don't have to fight each other for potential industrial land and over-zone for it.

When I was a one-year elected councillor, we were very happy to make a five-year capital budget; but we found it desirable to initiate large capital expenditures at the end of the year on an unrecorded vote, so that the carrying charges began in the succeeding year and we were able to blame the rise in the mill rate on the stupidity of last year's council. When I was a two-year elected public utilities commissioner, I was happy to disregard the baseless fears of a section of the voters and push sodium fluoride into their children's teeth

knowing that few ratepayers can bear a grudge for two years.

To use foresight and to be politically bold needs a three-year term for any elected representative.

THE PHYSICAL PLAN

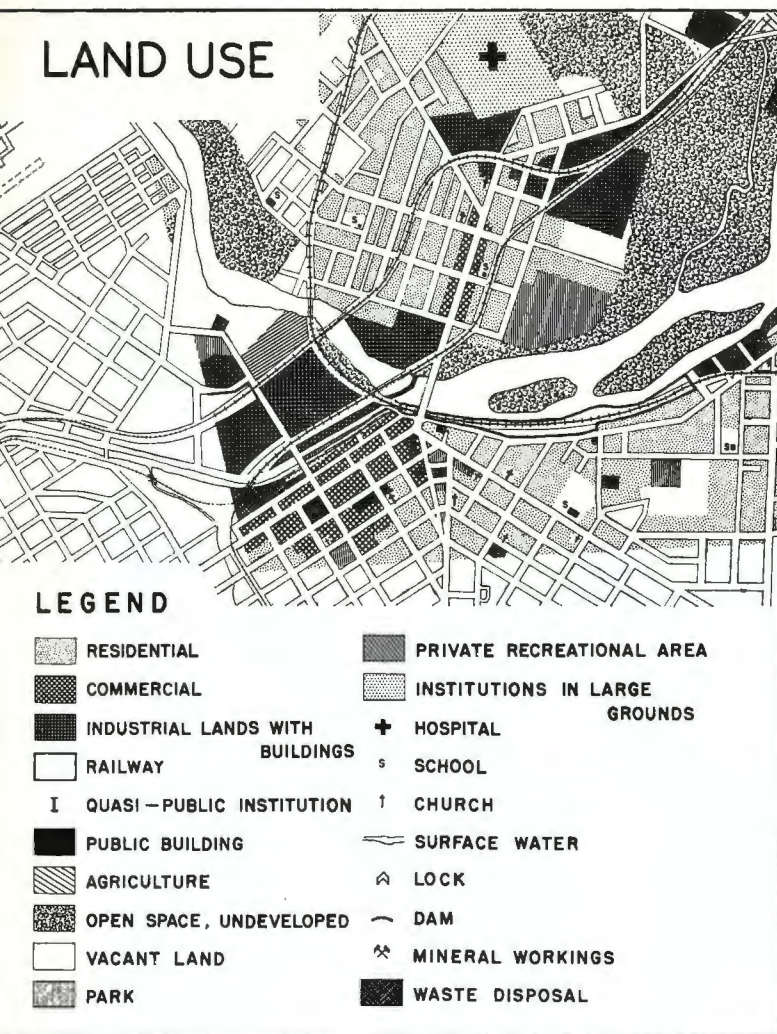
The next aspect of the Planning Activity which I shall touch on, is the third in the series, the Physical Plan. In Ontario this is called the "Official Plan" under our Planning Act.

Historically the Physical Plan was first gently referred to in Ontario in our *City and Suburbs Plans Act of 1912* when the Railway and Municipal Board was exhorted to consider new subdivisions in the light of "any general plan"—small *g* and *p*—of the municipality. Our present act does not prescribe what the form or even the content of an "Official Plan" shall be, but it gives it, as I remember, a Capital *O* and a Capital *P*. It also gives it strong legal status, how and by whom it is to be prepared, and adopted, and amended. Once in force, no by-law may be passed authorizing a municipal action which is not in conformity with the Plan. It does not, however, prohibit governments in Ottawa from doing under the B.N.A. Act whatever their distant whimsy wills.

Officially, Official Plans are at the absolute discretion of the Provincial Minister of Planning and Development, but he has been most undictatorial, and perhaps unforceful. Like everything else in the planning field in Ontario, the Official Plan and its administration is in a state of improvement and evolution.

When Official Plans first began in 1947 they were naturally weak and uncoordinated. The Department of Planning and Development was probably very pleased to get them nevertheless. They have been evolving and that department is requiring more of them now than they used to. Certain drawbacks to the present form of the Ontario Official Plan are obvious to those in municipal positions. The chief drawback in my opinion is the curious position in which the non-technical Municipal Board is put by the Planning Act. In most countries it is the Minister who has final authority over a physical plan. In Ontario, an understaffed, overworked body of non-technical men are required by law in certain cases to decide whether an Official Plan and the by-laws implementing it are technically good, or technically bad.

The form and content of most Official Plans in Ontario is now minimal because, in my opinion, most municipal councils think that O.P. maps are of less consequence than Zoning Maps, and also because they do not wish to be pinned down too tightly by their own proposals which are prepared at cut rate and not well based on study. Most consist of a map showing broad land use divisions — industrial, commercial, residential uses, et cetera—and sites or approximate sites for public improvements. The written sections comment



A SAMPLE OF AN ONTARIO OFFICIAL PLAN

mostly on the map and not on the purpose of the Plan. There is, I believe, only one Official Plan in Ontario which indicates the timing or phasing of development, and it has not yet been approved. In the United Kingdom, phasing of development is required in a Development Plan.

There is also no Ontario plan which writes out a formula upon which spot land use changes may be made, or in which more detailed definition of land uses may be incorporated in plans without the delays and red tape of plan amendment.

The preparation of Official Plans of fringe urban municipalities is made difficult by reason of conditions I have already mentioned. The small town undergoing growth is also at a loss to set up the Staff necessary to the establishment of a continuing planning activity and Plans prepared by consultants have a history of being ignored. There is a lack of technical staff available in Canada and an unwillingness to spend money on some future objective. In some states the state government

will prepare the physical plan. For those in the Metropolitan area of Toronto, Big Brother is doing it. This takes bread out of the mouths of Planning Consultants; but it is bread well taken. The Hamilton-Wentworth Area Board is doing the same thing for its component municipalities, but it cannot enforce its plans as Metro does.

An obvious drawback to the present system of preparing Official Plans of Municipalities is the lack of any real regional proposals or studies to guide and integrate them. In my opinion, a plan should, if possible, be prepared and adopted by a governmental authority having jurisdiction over the area planned; otherwise, in carrying them out, we get the Saltfleet-Hamilton problem, and no plan.

In Ontario we do not have either elected County Councils or County Councils having jurisdiction over cities. We would have difficulty therefore in making counties into regional planning authorities as they do in England or on a larger area scale in Holland. We have only one metropolitan council with regional planning powers beyond its boundary. The suitable body to make or conduct regional plans under the present status of municipalities, which does not recognize that urban-rural townships exist, is the Department of Planning and Development. I do not believe joint area boards will develop as regional bodies unless we greatly change the status and authority of fringe townships to take the exacerbations out of the fringe-city relationship now necessitated by municipal legislation.

In most countries of Europe the Physical Plan is required to be of two kinds: a general plan and a detail "plan of extension" made up as occasion demands. In Europe, town extension, or as we call it, land subdivision, is controlled by a detail plan drawn by public authority and imposed on the subdivider and on the district in which the subdivision is proposed. There are trends in Ontario methods of subdivision control, trends in our re-zoning procedures, and in the Official Plans emanating from Metro that may presage changes, and I anticipate that within a matter of years we will have general plans and detail plans within our Official Plans.

THE REGULATION OF LAND USE

The next aspect of planning on my list is the one which is supposed to complement, or as the Ontario Planning Act says, "implement" the Official Plan. It is the regulation of land use or zoning. Under our Act, no by-law may be passed which is in conflict with the Official Plan. Consequently where land use is regulated by a Land Use Restriction or Zoning By-Law it must conform with and may supplement the land use districts set out in the Official Plan. The public now fully accept zoning, because, as I have said earlier, they regard it as a protective device. They do not fully recognize it as a by-law implementing a plan. Planning

legislation in most European countries came into being largely to provide housing for the "working classes". We have not worried about these people and our planning legislation has built itself around an already established device designed to protect private property. In most of Europe, therefore, zoning as we understand it is not practised, and land use and its development is more directly and concurrently regulated by the Physical Plan.

Planners always talk scornfully of zoning by-laws, stressing the superiority of planning to zoning. This may be correct, but the zoning by-law has reached a far higher stage of technical, if not rational, development in Ontario than the Official Plan. It is very difficult to prepare a zoning by-law "implementing" an Official Plan when that Plan is prepared, as it often has been, merely as a subsidiary document requiring adaptation before the really important By-Law can be approved. It is as if the chicken were required to lay the egg just to prove it was a chicken. The whole system of the planning activity is indivisible and spiral.

Zoning is weakest when used to restrict uses in areas in transition. These areas are those at the centre around the business core and at the periphery of an expanding city. Unless the Official Plan has concrete proposals anticipating change here, zoning becomes rigid and breeds chaos.

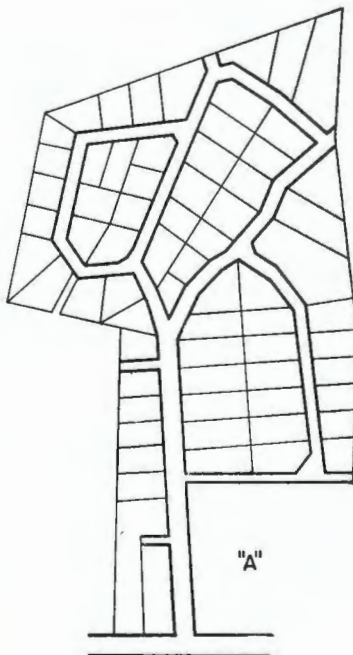
THE REGULATION OF URBAN GROWTH

The next division of the Planning Activity is one of the aspects of planning which relies upon discretion. Discretion is an essential element of planning. Somebody has to say *yes* or *no* to a request for permission to

develop land at a certain time and in a certain way. Regulations cannot be drawn in so detailed a manner that major developments can get under way simply by following them. It is curious to me how acceptable the use of discretion by planning boards over subdivisions has quickly become in Ontario. It was a very short time ago that many a board feared to declare a subdivision premature under the Planning Act solely on the grounds that the subdivision would not benefit the municipality economically. When this was first done the Minister may have had a few outraged visitors to his office, but it has turned out that the electorate does not feel that the subdivider should be protected against municipal governments by Ministers.

Our Act allows a municipality to pass a by-law requiring that no sale of land in parcels smaller than ten acres may be consummated without the approval of the Planning Board who may require a registered plan of subdivision, which must by law conform with the Official Plan and the Zoning By-Law. This plan must by logic not throw the long term Capital Expenditure Plan and the credit of the municipality into a tizzy.

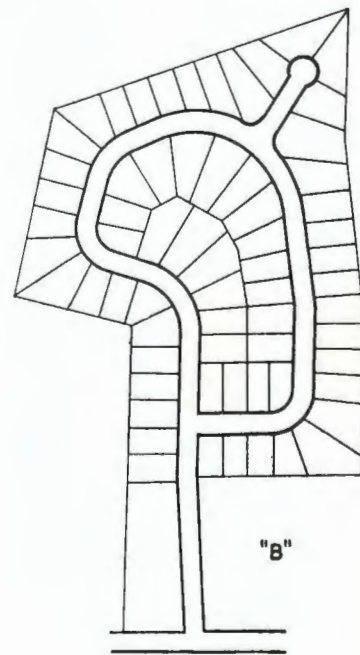
If a planning board can use discretion in the wielding of what amounts to total power over development for residential purposes, it has a great responsibility not only to protect individual rights but also to improve the town. Everybody around South Central Ontario plans; everybody zones; everybody controls subdivision. Then why do our new streets have a universally dismal and monotonous look? What is this activity for, if it is not to make some improvement in the look of the streets we live in?



SUBDIVISION

An illustration from "*The Capital Region takes Stock*," Capital Region Planning Board, Victoria, B.C.

"A" is an actual subdivision today. 'B' is a possible arrangement which would have saved 25% of the road length, eliminated several nasty intersections, and produced larger and better shaped lots.

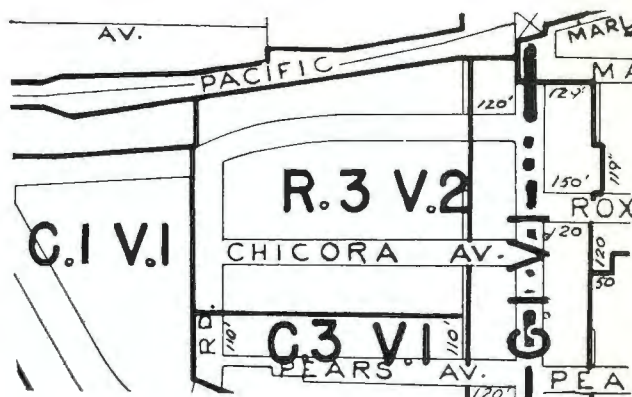


Subdivision control has come to make the majority of our new residential streets "work". The pipes and wires and gravel and curbs and the dead trees with their wired black boxes are now engineeringly correct. Subdivision control also has increased the size of lots. That is as far as we have got. In attempting to provide beauty and interest, "land planners" have come up with worm and loop street plans and improvement in house design; but until the maple trees grow up to hide the whole sorry look of the street, we do not have much resemblance of beauty or unity. Nor do we have rational location of income groups, or of land uses which generate traffic.

In some countries, development control arranges for the public acquisition of land for commercial as well as park uses. As the population grows and by its own action spreads the city outwards, the city in its name can re-coup part of the cost of expansion by taking a cut on the resultant increase. Etobicoke has for years been taking its 5% for parks in developed lots and selling them. Many countries monopolize, build and rent shopping—cum—community—activity centres. Which is least moral? Which provides the best town?

The next aspect of the activity is the process of amendment of Plan and Zoning By-Law. There have been 99 amendments of the Township of Etobicoke Official Plan. That municipality has had a great history of achievements in planning, and it may be all right to amend a plan 99 times. The Planning Act prescribes how plans may be amended but it does not give final power of approval of amendment to the Minister. Any individual or the Minister may appeal to the Municipal Board who from time to time must wonder who it is we think they are.

I have had the distinction of chairing a municipal council which on one night agreed to amend a zoning by-law to make an area commercial from residential, at the impressive insistence of one company, and on the very next night changed our minds and rezoned it backwards at the even more impressive insistence of another



The next aspect of planning, the variance of zoning regulations, is largely legal. The committee of adjustment which does the varying is the only municipal body which I have not been a member of. It is gaining more and more recognition and authority; and if the law allows it to grow in power and if what I anticipate will be the

A large body of Canadian opinion favored its establishment but they are all very busy.

TOWNSHIP OF TORONTO COMMITTEE of ADJUSTMENT

COOKSVILLE, ONTARIO — AT. 9-2029, CL. 9-6458

A public meeting of the Committee of Adjustment is to be held on the day given below at 4 p.m. in the Council Chambers, Cooksville, Ontario.

This notice is sent you because either you are the applicant concerned or one of the neighbors interested in the particular application. Should you have any objection as an interested person you may record your objection or approval with the Secretary of the Committee of Adjustment. This must be by signed letter, which if received before the public hearing, will be read and discussed at the hearing. Letters received after the hearing will not be considered.

S. Mortillaro, 1165 Alexandra Ave., Port Credit, Ont.,
Lot 92, Plan B-21, Zone R-4.

The applicant is erecting a house on a lot with a 32-foot frontage and a side lot of 2 feet. By-law 1760 requires a frontage of 40 feet and a 4-foot side lot line. The applicant is asking for a variance of 8 feet in front yard requirements and 2 feet side yard requirements.

Arthur L. Bennett, Lot 122, Plan 481, Redan Drive,
Port Credit, Zone R-3.

Applicant is erecting an addition on the southeast corner of his house. By-law 1614 requires a rear yard of 25 feet. The applicant is asking for a variance of 10 feet 6 inches.

JAMES MILNER. M. J. BACON,
Chairman. Secretary-Treasurer.

CNR Trains Holland Hopes

evolution of planning and zoning and subdivision control takes place, it will become a body of even greater importance, possibly the greatest importance, in the effective operation of a Plan of Development.

PUBLIC INFORMATION

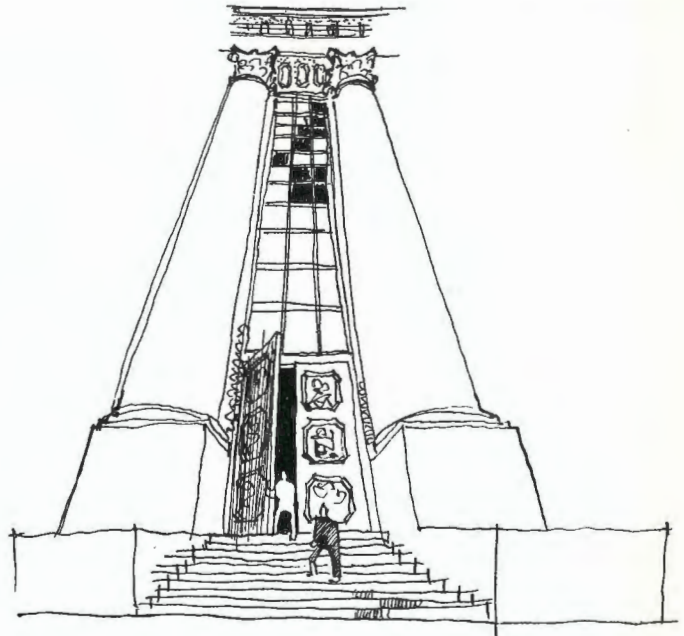
This then brings me to my last and possibly favourite aspect of the planning activity—the dear ratepayer. The ratepayer is only human like some readers. Town Planning is complex. It is too complex an activity for the dear ratepayer readily to comprehend. He can understand protection for his property; he can understand wider, longer and new streets for his great car; he can understand pictures of physical improvements. He is however very blind to the quality of his environment, as instanced in the recent research on the perception of Ryerson Institute Students in Toronto. He is the victim of the current false values, such as: modern architecture is air conditioning; styling is design; new is good; old is bad; biggest is best. He is pleased by convenience and is prepared to pay from his income—which is eight times the world average—plenty for personal home conveniences; but he has not been sold on paying for public urban conveniences. In a group he will act with all the intolerance of the animal herd against threats to his property by other individuals. In a corner by himself, over a drink, in bed, he is just a human being with ideals.

He is the man we work for. He pays us, he elects us, he appoints us, he wants us to fix things up for God's sake. How can we explain to him the planning activity? How can we make his ideals burn bright? How can we get him to face up to his false values? How can we get him to pay for what we know he will need?

The first problem is to have ideals ourselves—aims! Now the only current theory acceptable to planners, which the public can readily comprehend, is the idea of the Neighbourhood. You all know this theory.

Against this theory stands the fact, if you believe what you read, that the average United States family moves every three years, and one in one hundred of them lives in a trailer. As cities grow bigger, human contacts increase in number but decrease in intensity. The big city dwellers associate with each other intensely but within a very limited field. As a result, in my opinion, the Neighbourhood theory may be satisfactory for small towns and for the first eight years of new subdivisions, but it is a pretty weak theory on which to build a city of one, two or three million.

In my opinion, the areas in which we can reach the people quickest to get their support and set alight their ideals for City improvement are: first, housing; and



second, traffic and transportation. Two-thirds of Ontario families still can't buy a new house, and I feel sure also that about two-thirds of the new houses are put in locations which generate unnecessary traffic.

It is not my job in this article to discuss planning theory except in so far as all planning stems from the will of the people, and what they will accept. To be able to accept requires understanding.

After planners have faced their problem and regained faith in themselves, their next problem is to set out to inform and instruct the public, to indicate solutions of their urban problems and to seek the public's study and support of them.

All the current United States authors stress the need of "citizen participation" in planning. My experience in citizen participation has been unsatisfactory, unsatisfactory perhaps because the citizen was not given sufficient direction. To set up even a citizen planning board in a small town without supplying them with technical planning advice, is, as some of you know, extremely frustrating.

In Ontario this last aspect of the activity of Planning Boards has been weak. It is possibly the essential aspect of planning. We are very fortunate to have the CPAC.

We are serving people of a growing and not very old country. As I have said, we may think they have certain false values; they may not understand many things; but they are at heart idealist, ambitious, active. To serve them we must also be idealist and ambitious, and bold in our professional activity.

The amendments to the NATIONAL HOUSING ACT 1954 received the Royal assent on June 7th. Several of the amendments will be of special interest to builders, land developers, investing institutions, municipal officials and others concerned with the growth and redevelopment of our cities. We therefore reprint here the interesting explanatory statement made by Mr. Winters in the House of Commons when the amending bill was under consideration. Other comments on the legislation will be published in later issues of the REVIEW and the NEWS.

Appendix I. AMENDMENT OF THE NATIONAL HOUSING ACT

Statement by the Honourable Robert H. Winters, Minister of Public Works, on Second Reading of a Bill To Amend the National Housing Act, House of Commons

The purpose of the Bill before the House is to effect several important amendments to the National Housing Act 1954. Before dealing with the principles of these amendments it might be helpful if I first made some remarks which would put these legislative changes into the broad perspective of the whole housing situation in Canada.

Governments at all levels are inescapably involved in housing because of its social implications and because housing is an integral part of our whole economic growth. The Government of Canada has played an active part in housing affairs since the introduction of the Dominion Housing Act in 1935 and particularly since the introduction of the National Housing Act of 1944 and the establishment of Central Mortgage and Housing Corporation in 1946. In aiding the production of housing we have been guided by the principle that it is appropriate for the government to stimulate housebuilding and to fill certain needs that could not be met in the ordinary housing market, but that government should not assume responsibilities which could effectively be borne by private enterprise. We have also had in mind that there are certain aspects of housing affairs which are properly the concern of the national government while other matters are constitutionally the responsibility of other governments.

The aid offered by the federal government has been essentially of two kinds. Indirect aid to enlarge the housing market has been achieved by the government's sharing in mortgage loans up to 1954 and subsequently by insuring mortgage loans offered by lending institutions and banks. Direct governmental aid has taken several forms. For example housing was built for the families of veterans during the post-war emergency and, in the present period, low rental housing is constructed by the federal government in partnership with provincial governments. At the present time about half of all the housing being built in Canada is aided by the national government, either directly or indirectly.

In the last ten years Canada has accomplished a gigantic task in housing its expanding population and in reducing the pressures on our housing accommodation. This year we will celebrate the building of the millionth post-war house. From one end of the country to the other, every city and town

has been transformed by the growth of new suburbs on their fringes. Nearly three million Canadians live in these new suburbs with their new shopping centres and schools and churches.

Before the war housebuilding had proceeded at the rate of about 38,000 units annually. Now more than 100,000 families are moving into new homes each year. In 1955 housing production reached the new record of 127,000 completions. This great acceleration of building has been accomplished through the enterprise of housebuilders and through the productive capacity of the industries which supply building materials. More than 300,000 workers are now employed upon the production of building materials and on the building of houses. In these past ten years more than \$8 billions has been invested in housebuilding by Canadian financial institutions, our insurance companies, banks, loan and trust companies, together with the personal savings of a multitude of individual home owners.

Canadian Preference for the Single Detached House

While many different kinds of housing have been built, both for sale and for rent, the Canadian people have shown an unmistakable preference for the single detached house as a place in which to spend leisure time and to raise a family. We are fortunate that the earning power and the productive capacity of the nation have enabled so many to realize this desire to own a house and a plot of land. About 70% of new housing has been in the form of home ownership.

The typical new suburban home has about 1,000 square feet of living space, usually all on one floor level, and a place for the family car. Since this normally requires a 50-foot lot, our modern suburbs now accommodate no more than four families to an acre. This demand for living space has placed a severe strain upon the whole structure of local government. The suburbs have spread far beyond the boundaries of central cities and so the task of providing streets and sanitary services and schools has been imposed upon municipalities that, in many instances, had little previous experience and few resources for this purpose. In

many of these areas community planning had not been completed in advance of the tide of suburban growth. It is not surprising, therefore, that some new suburbs lack the quality of good design which might have been achieved if our cities had grown at a more leisurely pace.

The National Housing Act, 1954

Mr. Speaker, the National Housing Act is a comprehensive and flexible piece of legislation. From time to time Parliament has approved new measures and amendments to meet fresh and changing situations. One of the most important changes was made in 1954 when the system of loan insurance was introduced into the Act.

The most important function of the national legislation has been to encourage a steady flow of mortgage funds. Until 1954 this was largely accomplished through the joint loan system by which the federal government provided 25% of the amount of each loan, the balance being provided by a lending institution. Under the 1954 Act the federal government no longer contributes a share of the loan but insures the lender against loss. With this measure of protection the chartered banks and Quebec Savings Banks entered the mortgage loan field for the first time. By this means there were made available for investment in housing the savings of the Canadian people.

From the borrowers' point of view, the participation of the banks has had a value beyond the absolute increase in the quantity of mortgage funds. The extensive branch system of the banks has added about 4,000 new points where a borrower can seek a house loan. Many of these branches are in areas where there were previously no private sources of loans under the Act.

The 1954 Act also aided borrowers by extending the period of amortization and raising the amount of the loan.

The new Act came into operation in March 1954. From that time to the end of 1955 nearly 90,000 National Housing Act loans were committed for the construction of more than 103,000 housing units. The total value of these loans was more than \$977 million, of which the banks loaned more than \$472 million for the building of more than 50,000 units. The insurance companies and other lending institutions continued to play their traditional important role and accounted for 53,000 units with loans totalling \$500 millions.

In 1954 there were about 97,000 housing starts in urban areas and in 1955 the urban starts were close to 107,000. Most of this increase in numbers took place through the National Housing Act and is attributable to the mortgage investments of the banks.

Another evidence of the benefits of the 1954 Act is the decline in the number of occasions on which Central Mortgage and Housing Corporation has been called upon to make direct loans. It has been our policy that where private lending arrangements are not available, borrowers could enjoy the benefits of the National Housing Act by direct access to Central Mortgage and Housing Corporation. In 1953 the Corporation made loans of this kind for nearly 3,400 housing units, but in the two years since the new Act came into effect a total of only 1,200 units have had to be financed in this way.

Our Central Urban Areas: Conservation and Replacement of Existing Housing

The principal result of the housing activities aided by the National Housing Act is to be seen in the new suburbs of our cities where so many families have been able to acquire homes. There is another aspect of our housing affairs, however, to which we should now, I believe, give greater attention. While the suburbs have been spreading into the surrounding countryside, many changes have overtaken the existing housing in the interiors of cities. In old residential districts some houses have been replaced by apartment buildings and many have been converted to boarding houses and other uses. From a whole century of house building Canadian cities have inherited a stock of housing which is caught in the relentless process of deterioration and obsolescence. The growth of cities has placed new demands upon the hearts of urban areas, with increasing traffic, growing commerce and a changed pattern of living. But during the last ten years the prior need to build new suburbs did not permit any concerted action to conserve and replace the existing stock of the nation's housing.

There are now more than 3.8 million housing units in Canada. Two-thirds of these are more than 25 years old, more than half a million are more than 50 years old, and about 10% of all our housing is more than 75 years old. This used housing which shelters the majority of our population is an important part of our national wealth. Unfortunately it is a form of wealth which does not improve with age and use. The stock of housing must inevitably decline in physical condition and usefulness unless there are effective measures of conservation and unless steps are taken to replace what is obsolete in our housing inventory. The last Census showed that in our major cities alone there are as many as 100,000 housing units which are in a serious state of disrepair and which lack reasonable sanitary arrangements for healthy living. The residential districts of every city are in a process of decline. In most cities there are areas where deterioration has reached a condition that can only be rectified by complete redevelopment.

For the conservation and rehabilitation of housing, Home Improvement Loans are available so that individual houses may be kept up to date and adapted to new uses. Where more drastic measures are required there are provisions in the National Housing Act to aid cities in the redevelopment of blighted districts. Since the legislation of 1944, grants have been offered to municipalities which acquire and clear substandard areas. To re-house families living in those areas, loans have been available to limited dividend corporations and the federal government has been ready to go into partnership with provincial governments to build low rental housing.

Purpose of Amendments to the Legislation

The Bill now before you is largely concerned with the redevelopment and conservation provisions of our legislation. The amendments to the Act are designed further to encourage redevelopment and to give more strength to the renewal of the older parts of our cities, both through public action and through private enterprise.

The initial difficulty in the redevelopment of blighted areas is, of course, the high cost of land. In any city the oldest and poorest housing is mostly to be found close to

AMENDMENT OF THE NATIONAL HOUSING ACT

the city's commercial and industrial centre where land has acquired a relatively high value. To meet this difficulty the present legislation provides that the federal government may make grants to municipalities up to 50% of the estimated costs of acquisition and clearance, after taking into account any payment to be received in the disposal of the land. At present these grants are available only when the cleared land is to be used for a public purpose or for housing, either through sale to a limited dividend corporation or a life insurance company, or through the transfer of the land to a federal-provincial partnership. It is through these arrangements that the City of Toronto undertook the acquisition and clearance of land for the Regent Park (North) project, and now proposes to acquire land for the Regent Park (South) project where housing may be built by federal-provincial partnership. Also St. John's, Newfoundland, has undertaken a project of slum clearance and rehousing under the Act.

Restoring Central Areas to a sound and productive place in the City's Economy

The simplest and most direct action in redevelopment is to clear an area of poor housing and to build new low rental housing on the same site. No doubt there are many places where this would be quite appropriate. However, there may be more appropriate uses for these sites. In some cases the process of blight has in fact occurred because commerce and industry have already invaded a residential area or because the neighbourhood has been disturbed by the heavy flow of traffic in and out of the central district. In these instances the land might properly be devoted to commercial or industrial purposes and perhaps some part of the land could be used to aid in the solution of the city's traffic problems. If the cleared land can be replanned and sold at a reasonable price for such purposes, the present residents might be re-housed elsewhere, both more economically and in a more suitable location. We cannot assume that expensive central area land is always the most logical place to house low income families. The use of such high cost land may make it necessary to house families at a high density or without adequate open space.

On the other hand, the reverse situation may occur. There may be occasion to convert non-residential land to housing purposes. Some cities have blighted areas of underdeveloped land of miscellaneous uses, including but a small proportion of housing. The location of such land might make it eminently suitable for housing purposes.

It is proposed to amend the Act in recognition that urban redevelopment should be part of the continuous process of growth and change in urban land. Cities do not grow only by additions at their outer margins; central areas must also grow in their internal proportions and land uses. This view of urban redevelopment, as a vital part of a community's growth and regrowth, has led us to the conclusion that private enterprise might in some instances appropriately join with governments in bringing new life into the older and blighted areas of our cities, helping to restore them to a sound, productive place in a city's economy. We propose, therefore, that the federal government's aid to municipalities should not be applied exclusively to the redevelopment of sites for low rental and moderate rental housing.

Provision for Re-housing

I need hardly add that, since we are dealing here with housing legislation, this federal aid to municipalities would be available only for urban redevelopment projects which would have the primary objective of improving housing conditions, either through the elimination of poor housing or the provision of new housing. As part of the agreement between the government and a municipality, arrangements would be made for the adequate re-housing of all families living on a redevelopment site, so that no hardship could occur. In fact there would probably be few cases in which the clearance of blighted areas would not be accompanied by the building of some low rental public housing, either on the same site or elsewhere.

There can be no simple formula for redevelopment that can be applied to all the variety of circumstances in our cities — each unique in its history, topography and local character. Each city must make its own plans in the light of its own special problems and ambitions. The federal government's aid must be flexible in its application to a variety of situations. There are, however, two principles that may well have universal application.

Two Basic Principles of Redevelopment Policy

First is the principle that land should generally be redeveloped for its highest and best use. If the value of blighted land can be realized through sales for commercial or industrial use, in conformity with the city's official plan and with satisfactory arrangements for re-housing the present residents, then the local and federal taxpayers should not be expected to subsidize land costs for a lesser economic use. It may sometimes be appropriate to use blighted land near the centre of a city for private residential construction, to house those who work in the city's business centre; this might well be regarded as a higher and better use than public low rental housing. Redevelopment should have the effect of converting land to its most effective function within the changing organic plan of the city.

The second principle is that redevelopment is not likely to be effective unless areas of substantial size are acquired and replanned, so as to establish a new neighbourhood character. The original lot subdivision in a blighted area is unlikely to be suitable for new residential or commercial building. Traffic considerations are likely to demand changes in the street plan. It should be the purpose of redevelopment to revitalize the city by converting interior parts to a form as up to date as the new suburbs. A municipality will usually have to exercise its powers of expropriation to acquire sufficiently large tracts of land and to round out workable sites.

Community Planning

The federal government would not enter into agreements with municipalities for redevelopment aids unless it was clear that the redevelopment proposal was in harmony with an official community plan. The government would be particularly encouraged to give aid to municipalities which had instituted a far-sighted and systematic process for conserving the condition of residential areas and preventing the spread of blight.

A New Form of Financial Aid

The amendments to the Act introduce a new form of financial aid to municipalities to assist in carrying out this more dynamic policy of urban redevelopment. At present the federal redevelopment grant is a fixed sum, calculated on the final cost of acquiring, clearing and disposing of the land. The grant represents half the expenditure that would otherwise be borne by the municipality. It is now proposed that the federal government would make contributions towards a municipality's costs of acquiring blighted areas, at the time of acquisition, on a dollar for dollar basis. Agreements with municipalities would provide that all or part of the cleared land would be sold, leased or otherwise disposed of. The federal government would share proportionately with the municipality in the proceeds of the ultimate disposition of the land. In this way the Bill provides for the return of public funds where redeveloped land is turned over to private ownership. It cannot be assumed, of course, that there will be an immediate market for the sale of cleared land. In an interim period arrangements might be made for leasing, with the municipality and federal government sharing the revenue. The legislation would entitle the federal government to enter into the arrangement that would be most beneficial to itself and to the municipality.

Initiative remains with the Municipalities

I need hardly point out that the federal legislation can only remove some of the road blocks in the path of redevelopment. It is not in our power to take direct action. The initiative must remain with municipalities. Furthermore we would not enter into agreements with municipalities except with the approval of provincial governments. No doubt it will be necessary for provinces to grant to municipalities further discretion in the use of redeveloped land in order that they may enjoy the benefits of the proposed legislation. There is, of course, full opportunity for provinces to share with the federal and municipal governments in the costs of redevelopment.

Grants to aid Local Investigations

Redevelopment is never likely to be an easy process. Local governments cannot disturb the owners of private property without careful preparations and sincere examination of the benefits which would accrue to the community. A period of intensive study is therefore required before any redevelopment actions can be taken. Already several Canadian cities have undertaken such studies, or are now making arrangements to do so. The City of Toronto is now carrying out an intensive examination of its older residential areas through an arrangement between the federal, provincial and city governments. Requests have quite recently been received from four other major cities for aid in conducting such studies. For this reason we are proposing an amendment to Part V of the National Housing Act. This part contains the authority for Central Mortgage and Housing Corporation to provide financial assistance in studying housing conditions and the proposed change would clarify the present authority for making grants to municipalities to aid local investigations of housing conditions.

Community Planning and Research

With increased interest in these activities we are also proposing that Parliament should be kept more closely

informed of the expenditures that are made under Part V of the Act for community planning and research. Central Mortgage and Housing Corporation is authorized to conduct, encourage and assist investigations into housing conditions and for sponsoring programs of research, education and technical development which may improve the planning and design of housing in Canada. The Act now provides that for these purposes, cumulative expenditures up to \$5 million may be made from the Consolidated Revenue Fund. The amendment will provide that from time to time Parliament will be informed of the work that has been accomplished and will be asked to vote sums of money which will restore the Corporation's authority for such expenditures.

Loans for Home Improvement

Now I would turn for a moment to Home Improvement Loans. While provision for such loans was in the federal legislation prior to the enactment of the 1954 Act, it was not fully operative until February 1st, 1955. Under this Part of the Act, i.e., Part IV, Central Mortgage and Housing Corporation gives to a bank a guarantee against loss as the result of a loan made for the purpose of improving or extending a home. At present a loan may not exceed \$2,500 for improvements to a single house, and \$1,250 for each additional housing unit in the building. It is proposed by the new legislation to increase these amounts to \$4,000 for a single house, and \$1,500 for each additional housing unit in the building.

From the first of February 1955 to the end of the year, loans totalling \$27 million were made by banks under this Part of the Act, the average loan being \$1,250; 24,000 houses were involved.

Under the same Part of the Act, so-called "home extension" loans can be made and guaranteed. It is proposed to discontinue the provision in this Part of the Act; or more accurately I might say it is proposed to discontinue the terminology, because under Part I of the Act there is already provision made for insured loans for the purpose of effecting improvements to existing residential structures which will result in the addition of self-contained housing units. Such a loan may be for a greater amount than that allowed under Part IV, secured by a mortgage and amortized over a longer period of time. We do not think it necessary or desirable that provision relating to this type of loan should be in Part I as well as in Part IV.

Under the revised legislation the fact that improvements result in the creation of a self-contained unit in an existing house will not make the loan ineligible as a home improvement loan. The present limitation of \$2,500 for the first unit and \$1,250 for each additional unit was established in 1949. The proposed increases to \$4,000 and \$1,500 will, I believe, permit home owners to undertake the extensive improvements required to modernize older houses and to increase space in others. This is in keeping with our policy of providing measures to assist in arresting the deterioration of older houses and improving them where feasible. The present 5-year term of amortization of the loan is being extended so that, if borrower and lender agree, it may be as long as ten years.

Mr. Speaker, the Bill contains a few minor amendments to the National Housing Act which are introduced to clarify the administrative procedures of Central Mortgage and

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Housing Corporation. I do not think it necessary to refer to these, since no important questions of principle are involved.

Conclusion

In conclusion I would like to remind you that this year marks the completion of a ten-year period during which the national housing legislation has been administered by Central Mortgage and Housing Corporation. In administering the policies determined by Parliament the Corporation has played a most valuable role in its relationships with the housebuilding industry and with the financial

institutions which invest in housing. Allowing for the differences of opinion that must arise in the normal conduct of a business so varied and widespread in character, I think I can report that these relationships have been continually harmonious and constructive.

I wish to use this occasion to pay tribute to the splendid work of the housebuilders, in our large cities and small towns, who have made this past decade a period of tremendous progress in housing. There now lies ahead of us a period of even greater growth of Canadian cities and towns. In this growth and redevelopment our national legislation will undoubtedly be a major factor.

Les modifications proposées à la Loi nationale de 1954 sur l'habitation furent sanctionnées le 7 juin. Puisque plusieurs de ces modifications seront d'un intérêt spécial aux bâtisseurs, aux institutions financières, aux fonctionnaires municipaux et aux autres qui s'occupent de l'accroissement et du réaménagement de nos villes, nous publions ci-dessous l'exposé de M. Winters fait dans la Chambre des communes au moment de l'examen du projet de loi.

MODIFICATIONS À LA LOI NATIONALE SUR L'HABITATION

Exposé de l'Honorable Robert H. Winters, ministre des Travaux publics, à l'occasion de la deuxième lecture du projet de loi 215 dans la Chambre des communes

Le but du projet de loi dont la Chambre est saisie est d'apporter plusieurs modifications importantes à la loi nationale de 1954 sur l'habitation. Avant de traiter des principes à la base de ces modifications, il peut être utile de situer ces modifications d'ordre législatif dans l'ensemble de la situation du logement au Canada.

Les gouvernements, à tous les échelons, sont inévitablement mêlés au logement à cause de ses répercussions sociales et parce que le logement est partie intégrante de toute notre croissance économique. Le gouvernement du Canada a pris une part active dans le domaine de l'habitation depuis l'adoption, en 1935, de la loi fédérale du logement, et particulièrement depuis l'adoption de la loi nationale de 1944 sur l'habitation et l'établissement de la Société centrale d'hypothèques et de logement, en 1946. En aidant à la construction d'habitations, nous avons pris pour principe qu'il convient que le Gouvernement stimule la construction de maisons et réponde à certains besoins que ne pouvait combler le marché ordinaire, mais que le Gouvernement ne devait pas assumer des responsabilités dont l'entreprise privée pouvait s'acquitter efficacement. Nous nous sommes également rappelés que certains aspects du logement relèvent normalement du gouvernement national, tandis que d'autres incombent aux autres gouvernements aux termes de la constitution.

L'aide que le gouvernement fédéral a accordée a été essentiellement de deux genres. Le Gouvernement a indirectement aidé à accroître le marché du logement en participant aux prêts hypothécaires jusqu'en 1954 et, par

la suite, en assurant les prêts hypothécaires offerts par les institutions de prêts et les banques. L'aide directe du Gouvernement a pris plusieurs formes. Par exemple, des logements ont été construits pour les familles d'anciens combattants au cours de la période d'urgence d'après-guerre et, présentement, le gouvernement fédéral construit des logements à bas loyer de concert avec les gouvernements provinciaux. À l'heure qu'il est, le gouvernement national accorde une aide, directe ou indirecte, à l'égard d'environ la moitié de toutes les habitations qui se construisent au Canada.

Au cours des dix dernières années, le Canada a accompli une tâche gigantesque en logeant sa population croissante et en atténuant la demande de logements. Cette année marquera la construction de la millionième maison d'après-guerre. D'un bout à l'autre du pays, chaque ville s'est transformée par l'aménagement de nouvelles banlieues. Près de trois millions de Canadiens vivent dans ces nouvelles banlieues où l'on a construit des centres d'achat, des écoles et des églises.

Avant la guerre, la construction domiciliaire avait marché au rythme d'environ 38,000 unités par année. À l'heure actuelle, plus de 100,000 familles entrent chaque année dans de nouvelles maisons. En 1955, la construction domiciliaire a enregistré un nouveau record: 127,000 maisons ont été parachevées. Cette vive accélération de la construction tient à l'esprit entreprenant des constructeurs de maisons et à la capacité de production des industries qui fournissent les matériaux de construction. Plus de 300,000 ouvriers tra-

vailent maintenant à la production de matériaux de construction et à la construction de maisons. Au cours des 10 dernières années, plus de 8 milliards ont été placés dans la construction de maisons par des institutions financières canadiennes, nos compagnies d'assurance, nos banques, nos sociétés de prêts et de fiducie, de même que les épargnes personnelles d'une multitude de propriétaires particuliers.

Préférence au Canada pour une maison unifamiliale isolée

Même si l'on a construit bien des sortes de maisons, pour la vente ou la location, les Canadiens ont nettement démontré qu'ils préfèrent passer leurs loisirs et élever leur famille dans une maison unifamiliale isolée. Il est heureux pour nous que la capacité de gain et de production du pays ait permis à tant de monde de réaliser un désir, celui de posséder une maison et un terrain. Environ 70 p. 100 des nouvelles maisons appartiennent à des propriétaires-occupants.

La nouvelle maison de banlieue a environ 1,000 pieds carrés d'espace habitable. Elle est habituellement de plain-pied et il y a un espace pour la voiture familiale. Comme ce genre d'habitation exige normalement un terrain de 50 pieds, nos modernes banlieues ne peuvent maintenant loger plus de quatre familles à l'acre. La demande de logements a fortement mis à l'épreuve la structure du gouvernement local. Les banlieues se sont étendues bien au delà des limites des villes centrales faisant ainsi retomber sur des municipalités qui, dans bien des cas, manquaient de ressources et d'expérience dans ces domaines, le soin d'aménager les rues, d'assurer les services sanitaires et les écoles. Dans beaucoup de ces régions, les plans collectifs d'aménagement n'avaient pas été terminés avant la vague d'expansion suburbaine. Il n'y a donc pas lieu de s'étonner que certaines nouvelles banlieues n'aient pas été dessinées comme elles auraient pu l'être, si nos villes s'étaient développées à une allure plus modérée.

La Loi nationale de 1954 sur l'habitation

Monsieur l'Orateur, la loi nationale sur l'habitation est une mesure souple et complète. De temps en temps, le Parlement a approuvé de nouvelles mesures et des modifications adaptées à de nouvelles situations et à des situations en évolution. L'un des changements les plus importants a eu lieu en 1954 lorsque le régime des prêts assurés a été inséré dans la loi.

Le rôle le plus important de la législation nationale a été de favoriser l'affluence constante des fonds hypothécaires. Jusqu'en 1954, cela a été surtout accompli grâce au régime de prêts conjoints, sous l'empire duquel le gouvernement fédéral fournissait le quart du montant de chaque prêt, le solde étant fourni par une institution de prêt. Aux termes de la loi de 1954, le gouvernement fédéral ne fournit plus une partie du prêt, mais il assure le prêteur contre la perte. À la faveur de cette mesure de protection les banques à charte et les banques d'épargne de Québec sont entrées pour la première fois dans le domaine des prêts hypothécaires. Par ce moyen les épargnes de la population canadienne, devenues disponibles, pouvaient servir au logement.

Du point de vue de l'emprunteur, la participation des banques à une valeur qui dépasse l'accroissement absolu en quantité des fonds hypothécaires. Grâce au vaste réseau de succursales des banques, l'emprunteur peut maintenant

chercher un prêt hypothécaire à environ 4,000 nouveaux centres. Bon nombre de ces succursales sont situées dans des régions où n'existait auparavant, aux termes de la loi, aucune source privée de prêt.

La loi de 1954 est aussi venue en aide aux emprunteurs en prolongeant la période d'amortissement et en relevant le montant du prêt.

La nouvelle loi est entrée en vigueur en mars 1954. À compter de cette date jusqu'à la fin de 1955, 90,000 prêts ont été consentis en vertu de la loi nationale sur l'habitation en vue de la construction de plus de 103,000 unités de logement. Leur valeur s'est établie, au total, à plus de 977 millions de dollars; de ce montant, les banques ont prêté plus de 472 millions, affectés à la construction de plus de 50,000 unités de logement. Les sociétés d'assurance et autres institutions de prêt ont continué à jouer leur rôle traditionnel et important, rendant possible la construction de 53,000 unités de logement en consentant des prêts se montant en tout à 500 millions.

En 1954, il y eut environ 97,000 mises en chantier, dans les zones urbaines, et près de 107,000 en 1955. Cette augmentation est attribuable en grande partie à la loi nationale sur l'habitation et aux prêts hypothécaires des banques.

La diminution des cas où la Société centrale d'hypothèques et de logement a dû consentir des prêts directs témoigne également des avantages de la loi de 1954. Notre ligne de conduite est en effet de permettre aux emprunteurs qui ne disposent pas de source privée de prêt de s'adresser directement à la Société centrale d'hypothèques et de logement. En 1953, la Société a consenti des prêts de ce genre à l'égard de 3,400 unités d'habitation mais depuis deux ans que la nouvelle loi est en vigueur, seulement 1,200 unités de logement ont été financées de cette façon.

Centre des agglomérations urbaines: action tendant à conserver ou à remplacer la réserve d'habitations existantes

Le principal résultat des avantages accordés par les lois nationales sur l'habitation dans le domaine du logement, se révèle dans les nouvelles banlieues de nos villes où tant de familles ont pu acquérir des maisons. La question du logement présente, toutefois, un autre aspect auquel nous devrions dès maintenant accorder la plus grande attention. Alors que la banlieue a envahi la campagne environnante, les logements urbains ont, eux aussi, subi bien des changements. Dans les vieux quartiers résidentiels, certaines maisons ont fait place à des immeubles d'appartements tandis que d'autres se sont transformées en maisons de pension et servent à diverses autres fins. Un siècle de construction a laissé aux villes canadiennes un stock d'habitations qui se détériorent et se démodent au cours d'une évolution inévitable. L'expansion de nos villes exerce une pression au centre des agglomérations urbaines qui voient augmenter leur circulation, s'accroître leur commerce et tout leur mode de vie se transformer. Mais au cours des dix dernières années, la nécessité pressante d'aménager de nouvelles banlieues a empêché toute action concertée tendant à conserver ou à remplacer la réserve d'habitations existant au Canada.

Il y a maintenant plus de 3.8 millions d'habitations au Canada. Les deux tiers ont plus de 25 ans, plus de 500,000 ont dépassé le demi-siècle, et 10 p. 100 de tous nos logements ont plus de 75 ans. Les logements vieillissants qui abritent la

meilleure partie de la population constituent une part importante de notre richesse nationale. Ce n'est pourtant pas là, malheureusement, une richesse qui augmente avec le temps et à l'usage. L'état matériel et l'utilité du stock d'habitation sont inéluctablement appelés à décliner, à moins que ne soient prises d'efficaces mesures de préservation ainsi que celles qui s'imposent en vue du remplacement des locaux d'habitation désuets. Le dernier recensement montre que dans nos seules grandes villes on trouve jusqu'à 100,000 logements en très mauvais état et dépourvus du matériel hygiénique indispensable à la santé. Les quartiers résidentiels de toutes nos villes perdent tous les jours de leurs avantages. La plupart d'entre elles comptent des secteurs où le délabrement a atteint un degré tel qu'on ne saurait y remédier qu'en procédant à un réaménagement complet.

En ce qui concerne la conservation et la réfection de l'habitation, il est possible d'obtenir des prêts destinés à l'amélioration de maisons, grâce auxquels on peut rajeunir les maisons particulières ou les adapter à d'autres usages. Là où il faut des mesures plus énergiques, on peut recourir à d'autres dispositions de la loi nationale sur l'habitation, aux termes desquelles les villes peuvent obtenir de l'aide en vue du réaménagement des quartiers délabrés. Depuis l'entrée en vigueur de la loi de 1944 les municipalités qui achètent et déblaient les zones insalubres ont pu bénéficier de subventions. Afin de procurer de nouveaux logements aux familles de ces secteurs, on a mis des prêts à la disposition de sociétés à dividendes limités et le gouvernement fédéral s'est tenu à la disposition des gouvernements provinciaux pour s'associer avec eux dans la construction de logements à loyer modique.

Le But des modifications de la loi

Le projet de loi dont vous êtes présentement saisis porte avant tout sur les dispositions de la loi qui visent le réaménagement et la conservation. Les modifications proposées visent à favoriser davantage le réaménagement et à stimuler le renouvellement des vieux quartiers de nos villes, tant par l'intervention des pouvoirs publics que par l'initiative privée.

La première difficulté qui surgit dans le réaménagement des zones délabrées, c'est évidemment le prix élevé du terrain. Dans n'importe quelle ville, on trouve la plupart des maisons les plus anciennes et les plus pauvres à proximité du centre commercial et industriel, c'est-à-dire là où le terrain a acquis une valeur relativement élevée. Afin de surmonter cette difficulté, la loi actuelle autorise le Gouvernement fédéral à accorder des subventions aux municipalités jusqu'à concurrence de la moitié du coût estimatif de l'acquisition et du déblaiement, compte tenu de tout versement reçu à la revente du terrain. À l'heure actuelle, ces subventions ne sont offertes que lorsque le terrain déblayé doit servir à des fins d'utilité publique ou de logement, soit par vente à une société à dividendes limités ou à une compagnie d'assurance-vie, soit par transport des titres à une société fédérale-provinciale. C'est grâce à ces dispositions que la ville de Toronto a pu faire l'acquisition et procéder au déblaiement des terrains requis pour l'entreprise de Regent-Park-Nord et qu'elle se propose maintenant d'acheter l'emplacement du futur quartier de Regent-Park-Sud dont les maisons seront peut-être construites en vertu d'une entente fédérale-provinciale. Saint-Jean de Terre-Neuve a d'ailleurs

également entrepris de déblayer et de remplacer ses taudis sous l'empire de la loi nationale sur l'habitation.

Restauration des zones centrales afin de les réintégrer dans l'économie de la ville

La méthode de réaménagement la plus simple et la plus directe consiste à déblayer une zone de mauvais logements et à y construire de nouvelles habitations à loyer modique. À bien des endroits, cette façon de procéder conviendrait sans doute très bien. Cependant, on pourrait peut-être les destiner à un meilleur usage. Dans certains cas, ces quartiers résidentiels sont déchus parce que le commerce et l'industrie les avaient déjà envahis ou parce qu'une circulation intense à destination du centre de la ville et en sortant les avait déjà abîmés. En pareil cas, on pourrait utilement affecter l'emplacement au commerce ou à l'industrie, en employant peut-être une partie du terrain pour résoudre en partie le problème de la circulation. S'il était possible de réaménager et de vendre le terrain ainsi récupéré à des prix raisonnables à cette fin, on pourrait reloger ailleurs les habitants du quartier dans un endroit plus approprié et d'une manière plus économique. Nous ne pouvons supposer que le terrain se trouvant dans la zone centrale et qui coûte cher est toujours l'endroit le plus propice pour loger les familles à faible revenu. Vu que ce terrain est cher, il faudrait peut-être y loger les familles à l'étroit ou sans les espaces libres nécessaires.

D'autre part, l'inverse peut se présenter. Il peut y avoir lieu d'utiliser pour le logement des terrains non destinés à l'habitation. Il y a, dans certaines villes, des zones à l'abandon où le terrain insuffisamment mis en valeur sert à des fins diverses, y compris une faible proportion d'habitations. Et l'emplacement de tels terrains pourrait les rendre très propices à l'habitation.

La modification proposée à la loi reconnaît que le réaménagement urbain doit tenir compte de l'accroissement et des modifications constantes qui se produisent en ce qui a trait au terrain des villes. Les villes ne grandissent pas seulement par suite d'excroissances à leurs limites extérieures; il faut que les zones centrales grandissent suivant leurs proportions intérieures, et selon l'usage qui est fait de leurs terrains. Cette manière d'envisager le réaménagement urbain, qu'on considère comme partie essentielle de l'expansion ou de la nouvelle expansion de la collectivité, nous a portés à conclure que, dans certains cas, l'entreprise privée pourrait se joindre utilement aux gouvernements en vue de restaurer les zones plus anciennes et délabrées de nos villes, afin qu'elles soient en mesure de reprendre, dans l'économie de la ville, une place solide et utile. C'est pourquoi nous proposons que l'aide accordée par le gouvernement fédéral aux municipalités ne s'applique pas seulement au réaménagement des emplacements destinés à des habitations à faible loyer ou à loyer modéré.

Dispositions assurant la réinstallation

Je n'ai guère besoin d'ajouter, puisqu'il est question ici de la loi sur l'habitation, que cette aide fédérale sera accordée aux municipalités uniquement en vue de réaménagements urbains tendant tout d'abord à l'amélioration des conditions d'habitation, soit par la suppression des habitations délabrées

ou insalubres ou par la construction de maisons neuves. Dans l'accord entre le Gouvernement et la municipalité, il faudra pourvoir à la réinstallation convenable de toutes les familles qui habitent sur l'emplacement du réaménagement, afin de ne pas causer de misère. De fait, il n'arrivera probablement pas souvent que le déblaiement des zones à l'abandon ne s'accompagnera pas, au même endroit où ailleurs, d'une entreprise publique de construction d'habitations à bas loyer.

Il ne saurait y avoir une formule simple de réaménagement applicable à toutes les situations diverses qui se présentent dans nos villes, dont chacune est unique en son genre du point de vue de son histoire, de sa topographie et de son caractère particulier. Il faut dresser dans le cas de chaque ville un plan distinct tenant compte des problèmes et des aspirations qui s'y posent. Il faut que l'aide gouvernementale soit assez souple pour s'appliquer à toutes les situations diverses. Il existe, toutefois, deux principes qui peuvent peut-être s'appliquer dans tous les cas.

Deux principes de réaménagement

Le premier principe est d'utiliser le terrain de façon à en obtenir le plus grand et le meilleur rendement. S'il est possible de récupérer la valeur d'un terrain à l'abandon par des ventes à des fins commerciales ou industrielles, conformes au plan officiel de la ville et comportant des dispositions assurant la réinstallation de ceux qui habitent l'endroit actuellement, il ne faudrait pas alors compter sur le contribuable fédéral ou local pour subventionner l'achat d'un terrain en vue de son utilisation à des fins moins rentables.

Il peut être parfois opportun d'utiliser, en vue de la construction d'habitations, un secteur à l'abandon qui se trouve près du centre de la ville, afin de loger ceux qui travaillent dans le centre des affaires. On pourrait fort bien considérer cet usage plus sage et meilleur que la construction, par le secteur public, de logements à loyer modique. Le réaménagement devrait avoir pour effet de donner au terrain sa fonction la plus utile dans l'évolution de l'ordonnance de la ville.

Suivant le second principe, le réaménagement ne sera vraisemblablement efficace que si des zones de dimensions importantes sont acquises et ordonnées de nouveau, afin de leur donner le visage de nouveaux quartiers. Le lotissement primitif dans une zone délabrée ne convient généralement pas à de nouvelles constructions d'habitations ou commerciales. Le problème de la circulation entraînera vraisemblablement des modifications dans le plan des rues. Le but du réaménagement devrait être de rajeunir la ville en transformant ses quartiers intérieurs, en leur donnant un visage aussi jeune que celui des nouveaux faubourgs. Une municipalité devra habituellement exercer ses pouvoirs d'expropriation pour acquérir des bandes de terrain assez grandes et pour étendre des emplacements qui peuvent être remis en valeur.

L'Urbanisme

Le gouvernement fédéral ne conclurait pas d'accords avec les municipalités en vue de fournir de l'aide en matière de réaménagement, à moins qu'il ne soit clairement établi que le projet de réaménagement s'harmonise avec un plan officiel d'urbanisme. Le Gouvernement s'empresserait tout

particulièrement d'accorder de l'aide aux municipalités qui ont établi un plan systématique et de longue haleine afin de préserver les quartiers résidentiels et d'empêcher que le délabrement ne s'étende.

Un nouveau mode d'aide financière

Les modifications proposées à la loi établissent un nouveau mode d'aide financière aux municipalités, afin de favoriser la mise en œuvre de cette politique plus énergique de réaménagement urbain. À l'heure actuelle, la subvention fédérale au réaménagement est une somme fixe calculée d'après le coût final de l'acquisition, du déblaiement et de la cession du terrain. La subvention équivaut à la moitié des frais que la municipalité subirait autrement. Nous proposons maintenant que le gouvernement fédéral acquitte la moitié des frais que la municipalité subit pour acquérir des zones à l'abandon, au moment de l'acquisition. Des accords conclus avec les municipalités stipuleraient que l'ensemble ou une partie du terrain déblayé soit vendu, loué ou aliéné d'une autre manière. Le gouvernement fédéral partagerait proportionnellement avec la municipalité le produit de l'aliénation ultime du terrain. De la sorte, le projet de loi prévoit le retour des fonds publics dans les cas où des terrains remis en état sont cédés à des propriétaires particuliers. On ne peut supposer, naturellement, que les terrains déblayés trouveront tout de suite des acquéreurs. Entre-temps, on pourrait conclure des accords de location à bail, les recettes étant partagées entre la municipalité et le gouvernement fédéral. La mesure autoriserait le gouvernement fédéral à participer à l'entente, qui serait fort avantageuse pour lui-même et pour la municipalité.

L'Initiative vient des municipalités

Je n'ai guère besoin de signaler que la mesure fédérale ne peut que supprimer certains des obstacles à la remise en valeur. Il ne nous appartient pas de prendre des mesures directes. L'initiative doit venir des municipalités. En outre, nous ne concluons pas d'accords avec les municipalités sans l'approbation des gouvernements provinciaux. Sans doute faudra-t-il que les provinces accordent aux municipalités plus de latitude dans l'utilisation de terrains réaménagés pour qu'elles puissent profiter des avantages de la mesure projetée. Naturellement, les provinces auront amplement l'occasion de partager avec les gouvernements fédéral et municipaux les frais de la remise en valeur.

Octrois aux municipalités pour les aider à l'étude des conditions d'habitation

Il ne faut jamais s'attendre à ce que la remise en valeur soit une opération facile. Les gouvernements locaux ne peuvent pas déranger les propriétaires de propriétés privées sans avoir fait des préparatifs minutieux et sans avoir étudié en toute objectivité les avantages que peut en retirer la population intéressée. Il faut donc ménager une période d'études approfondies avant d'entreprendre des opérations de remise en valeur. Plusieurs grandes villes canadiennes ont déjà entrepris de telles études, tandis que d'autres prennent leurs dispositions à cet effet. En ce moment la ville de Toronto examine minutieusement ses vieux quartiers d'habitation grâce à des arrangements passés entre les autorités

fédérales, provinciales et municipales. Tout récemment nous avons reçu des demandes de quatre autres villes importantes qui aimeraient qu'on les aide à mener de telles études. C'est pourquoi nous proposons une modification à la partie V de la loi nationale sur l'habitation. Cette partie porte sur le pouvoir qu'a la Société centrale d'hypothèques et de logement de procurer une aide financière à l'étude des conditions d'habitation, et la modification projetée préciserait ce pouvoir en spécifiant qu'il donne à la Société le droit d'accorder des octrois aux municipalités pour les aider à l'étude locale des conditions d'habitation.

Urbanisme et recherches

Étant donné l'intérêt croissant que l'on porte à cette activité, nous proposons également que le Parlement soit tenu plus au courant des dépenses faites en application de la Partie V de la loi en matière d'urbanisme et de recherches. La Société centrale d'hypothèques et de logement est autorisée à mener des enquêtes sur les conditions de logement, à les encourager et à les aider; elle est également autorisée à patronner des programmes de recherche, des programmes éducatifs et d'améliorations techniques propres à améliorer les projets et plans de logements au Canada. À l'heure actuelle, la loi prévoit à ces fins des dépenses cumulatives allant jusqu'à 5 millions de dollars, à prélever sur le Fonds du revenu consolidé. La modification exigera que le Parlement soit renseigné de temps à autre sur l'état des travaux. On lui demandera de voter les sommes qui permettront à la Société de continuer à engager de telles dépenses.

Prêts pour l'amélioration de maisons

Je voudrais maintenant consacrer quelques instants aux prêts pour l'amélioration de maisons. Bien que des dispositions à cette fin aient figuré dans la loi avant 1954, elles ne sont entrées pleinement en vigueur que le 1er février 1955. Au titre de cette partie de la loi, c'est-à-dire la partie IV, la Société centrale d'hypothèques et de logement accorde aux banques une garantie contre toute perte résultant d'un prêt consenti pour l'amélioration ou l'agrandissement d'une maison. À l'heure actuelle, le prêt maximum est de \$2,500 pour l'amélioration d'une habitation à famille unique et de \$1,250 pour chaque autre logement familial dans un immeuble collectif. Par la nouvelle loi, nous proposons de porter ces montants à \$4,000 pour un logement à famille unique et à \$1,500 pour chaque logement familial supplémentaire dans un immeuble collectif.

En vertu de cette partie de la loi, du 1er février 1955 à la fin de l'année, les banques ont consenti des prêts d'une valeur totale de 27 millions à l'égard de 24,000 maisons, le prêt moyen étant de \$1,250.

Sous l'empire de la même partie de la loi des prêts dits "pour l'agrandissement de maison" peuvent être faits et garantis. Nous proposons de mettre fin aux dispositions de cette partie de la loi; ou plus exactement, puis-je dire, nous proposons d'en supprimer le libellé, parce que la Partie I de la loi renferme déjà des dispositions pourvoyant à des prêts

assurés devant servir à améliorer des bâtiments résidentiels déjà existants et à accroître ainsi le nombre de logements autonomes. Un tel prêt peut être plus considérable que celui qui est autorisé à la partie IV, il peut être garanti par une hypothèque et amorti sur une plus longue période. Nous pensons qu'il n'est ni nécessaire ni souhaitable que les dispositions relatives à ce genre de prêt figurent dans la Partie I comme dans la Partie IV.

Aux termes de la nouvelle loi, il ne sera désormais plus possible de refuser un prêt au titre de l'amélioration d'une maison du fait que cette amélioration aura pour effet de créer un nouveau logis autonome dans une maison plus ancienne. C'est en 1949 qu'ont été fixées les limites actuelles, qui sont de \$2,500 pour la première unité et de \$1,250 pour chaque unité supplémentaire. Je pense que grâce aux augmentations envisagées, qui portent ces limites à \$4,000 et à \$1,500, les propriétaires pourront procéder aux importants travaux qu'exigent le rajeunissement des vieilles maisons ou l'augmentation de l'espace habitable dans d'autres. Nous nous conformons là à notre ligne de conduite, qui consiste à prévoir des mesures propres à prévenir le délabrement des vieilles maisons, comme à les améliorer là où il est possible de le faire. La période d'amortissement du prêt, actuellement fixée à cinq ans, a été prolongée. Sur accord de l'emprunteur et du prêteur, elle pourra désormais être portée jusqu'à dix ans.

Monsieur l'Orateur, le projet de loi comporte quelques modifications d'importance secondaire qui ont pour objet, sous le régime de la loi nationale sur l'habitation, de mettre au point certaines méthodes d'administration de la Société centrale d'hypothèques et de logement. Je juge inutile de m'y arrêter car elles n'impliquent aucune question de principe importante.

Conclusion

En terminant, je voudrais vous rappeler qu'il y aura dix ans cette année que la Société centrale d'hypothèques et de logement s'occupe de l'application des lois nationales en matière de logement. Dans l'application de la ligne de conduite tracée par le Parlement, la Société a joué un rôle important et précieux dans ses relations avec l'industrie de la construction de logements et les institutions financières qui placent des capitaux dans les entreprises de logement. Compte tenu des différences d'opinion qu'entraîne nécessairement la poursuite normale d'une entreprise aussi variée et aussi étendue, je pense que ces relations ont toujours été harmonieuses et utiles.

Je profite de l'occasion pour rendre hommage aux constructeurs de logements, qui ont accompli un travail magnifique dans nos grandes et nos petites villes, et qui ont fait de la dernière décennie une époque de grands progrès dans le domaine du logement. Nous sommes à l'aurore d'une époque qui connaîtra une croissance encore plus considérable des villes canadiennes. Notre loi nationale jouera sans aucun doute un rôle de premier plan dans cette expansion et ce réaménagement.

Appendix II.

THE ALLEGHENY CONFERENCE ON COMMUNITY DEVELOPMENT

Statement of Purpose, Organization, and Operation, 1953

The Allegheny Conference on Community Development was organized in 1943 by leading citizens with a common interest in the future of Pittsburgh, Allegheny County, and the Allegheny region.

It was founded on a fresh concept of modern community life — the concept of people living together in productive enterprise rewarded in terms of work and the opportunity for the full enjoyment of life.

Incorporated as a private, non-profit organization, the Conference serves as an over-all civic agency, stimulating and coordinating research and planning. It works for the development of a broad, unified plan and program for the region as a whole and furnishes the civic leadership needed to carry out and accomplish this program.

Its objective is to assure the well-being and growth of the Allegheny region as a well-adjusted, healthy community capable of providing its citizens with conditions essential to good living.

Organization

A Citizens' Sponsoring Committee consisting of not more than 100 persons from the field of industry, commerce, finance, labor, education, public administration, and civic affairs comprises the governing body of the Conference. An Executive Committee of eighteen officers and members is engaged in directing the policies and functions of the Conference. Officers of the Conference consist of a chairman, a president, a first vice president, three vice presidents, secretary, treasurer, and executive director.

The membership of the Allegheny Conference includes those persons serving on the Citizens' Sponsoring Committee, the Executive Committee, and the several hundred leaders of business, industry, labor, education, the professions, government, private and social agencies, who give their time and experience as members of working and advisory committees.

Membership in the Conference or in any of its committees is on the basis of interest and knowledge in regard to specific community problems. All persons serve on Conference committees as individuals and not as representatives of particular organizations. The Conference, therefore, is in no sense a federation of civic agencies.

Staff

The executive director is responsible for all operations of the Conference under the Executive Committee. In addition to the executive director, the staff includes two assistant directors — one in charge of engineering and one in charge of public relations; consultants in various fields such as mass transportation, housing, economic research, etc., who are retained as required; an office manager; and secretarial and stenographic services — a total of twelve regular employees, plus part-time assistants and consultants as required.

Committees

Through citizens' working committees, the Conference has conducted factual studies and surveys on the major problems of the community and has made reports and recommendations looking toward their solution. The principal working committees of the Conference include:

Cultural Development	Parking
Economic Problems	Point Park
Health, Welfare and Recreation	Refuse Disposal
Highways	Research Coordination
Housing and Neighborhood Development	Smoke Abatement
Land Use and Zoning	Stream Pollution Abatement
Mass Transportation	Water Supply

When completed, the reports, findings and recommendations of all committees are then presented to the Executive Committee. The recommendations and committee reports are made public only after approval by the Executive Committee.

Citizens' Groups and Councils

A number of citizens' groups and councils have been formed under the sponsorship of the Allegheny Conference for the purpose of enlisting community effort, stimulating public interest, and giving leadership in specific fields of community development.

Pa Pitt's Partners carries on a year-round clean-up program throughout the City, working in cooperation with the Mayor's Committee for a Cleaner City. It promotes an annual garden contest and other neighborhood improvement projects. As part of this program several "parklets" or small neighborhood parks were opened in 1949.

The **Recreation, Conservation and Park Council** encourages and furthers the development of land and facilities for these purposes throughout the region; it promotes greater public awareness of the area's existing recreational opportunities and is concerned with advancing a general program in this field.

The **United Smoke Council** has been the pioneering citizens' group behind smoke control for Pittsburgh and Allegheny County.

Financing

From the time of its formation in 1943 until 1945, funds for the operation of the Allegheny Conference were provided through a finance committee, by means of solicitation from industrial and commercial institutions.

In 1945 the Conference became affiliated with the Pittsburgh Civic-Business Council and since that time the operating funds for the regular budget of the Conference have been provided through the Pittsburgh Civic-Business Council. In addition to funds from the Civic-Business Council, the Conference receives contributions from various

THE ALLEGHENY CONFERENCE ON COMMUNITY DEVELOPMENT

individuals, corporate interests, and foundations for the specific projects and programs.

Pittsburgh Civic-Business Council

The Pittsburgh Civic-Business Council is a central fund-raising agency providing for the regular budget of the Allegheny Conference and the budgets of the Chamber of Commerce of Pittsburgh, the Pittsburgh Convention Bureau, and the Better Business Bureau.

Incorporated as a non-profit organization for the limited purpose of fund raising for civic purposes, the Pittsburgh Civic-Business Council raises its funds by solicitation from the business community of Pittsburgh and Allegheny County. No member organization is required to raise funds, but each member organization cooperates in this endeavor.

The Allegheny Conference, while affiliated with the Pittsburgh Civic-Business Council, fully retains its freedom of action, its own individual identity and operating autonomy.

Budget Procedure

A detailed annual budget is prepared by the budget committee of the Executive Committee. It is submitted to the Executive Committee for approval and then to the Citizens' Sponsoring Committee. After approval by the Conference Sponsors, the budget, which is based on the calendar year, is submitted to the Pittsburgh Civic-Business Council for its approval. The Civic-Business Council may only criticize the budget as to duplication of items with other member agencies and as to its ability to raise the total budget submitted.

A monthly requisition for the estimated amount of funds required to operate the Conference is filed with the Civic-Business Council, which remits the amount on the basis of the requisition. Expenditures are paid directly by the Conference.

Reports of the Treasurer on income and expenditures are prepared and submitted monthly to the Executive Committee for approval, and audits are made quarterly.

Research

Research and fact-finding have been of primary importance in the work of the Conference and are vital and integral phases of the total program of the Conference.

In several instances research is provided not only by the staff of the Conference but by the staffs of other agencies within the community where studies are made by these agencies for the Conference. Agencies that participate in research and study projects for the Conference include the Pittsburgh Regional Planning Association, the Pennsylvania Economy League, the Bureau of Social Research of the Health and Welfare Federation, and the School of Agriculture of Pennsylvania State College.

Research and study has included a wide variety of subjects, problems and areas of interest. For example:

Population studies.

Living costs in the Pittsburgh district compared to living costs in some fifteen other cities.

Two housing studies: (1) a factual housing inventory of Allegheny County; (2) a study of marketing factors and the projection of future need and demand for housing in the County.

Highways reports and recommended priority schedule for the community's highway building program.

Motor freight transportation survey and terminal study.

Parking study.

Point Park study prepared for the Conference by the Pittsburgh Regional Planning Association.

A study of county-wide recreational facilities.

A county-wide library study.

Study of facilities for the care of the chronically ill in Allegheny County.

A report covering a program for county-wide refuse disposal. Industrial-economic research studies.

An industrial inventory of Allegheny County and the three adjacent counties of Beaver, Washington, and Westmoreland.

A study of the availability of industrial sites in the County.

A study of the feasibility of a river-rail-truck terminal.

Two studies on mass transportation in Allegheny County:

(1) A survey of physical facilities and requirements for more adequate service; (2) A financial history and analysis.

A study of the domestic consumption of solid fuels in Allegheny County and the supplies of low volatile solid fuels available for use in connection with Pittsburgh's smoke control ordinance.

A study of the trends in agricultural production in Southwestern Pennsylvania and the marketing facilities for farm products, made in cooperation with the Chamber of Commerce of Pittsburgh.

These studies and surveys have been made by the Allegheny Conference and other civic agencies cooperating with the Conference. This broad research program covering virtually every aspect of community life is one of the major phases of Conference activity. Based on the concept that a sound community development program must be founded in fact and be realistic and practical, the Conference has initiated and engaged in the most comprehensive fact-finding and research program ever undertaken here. Reflecting the dynamic nature of Pittsburgh and the varying times in which we live, this phase of the program is continuous.

The Civic Program for Pittsburgh and Allegheny County

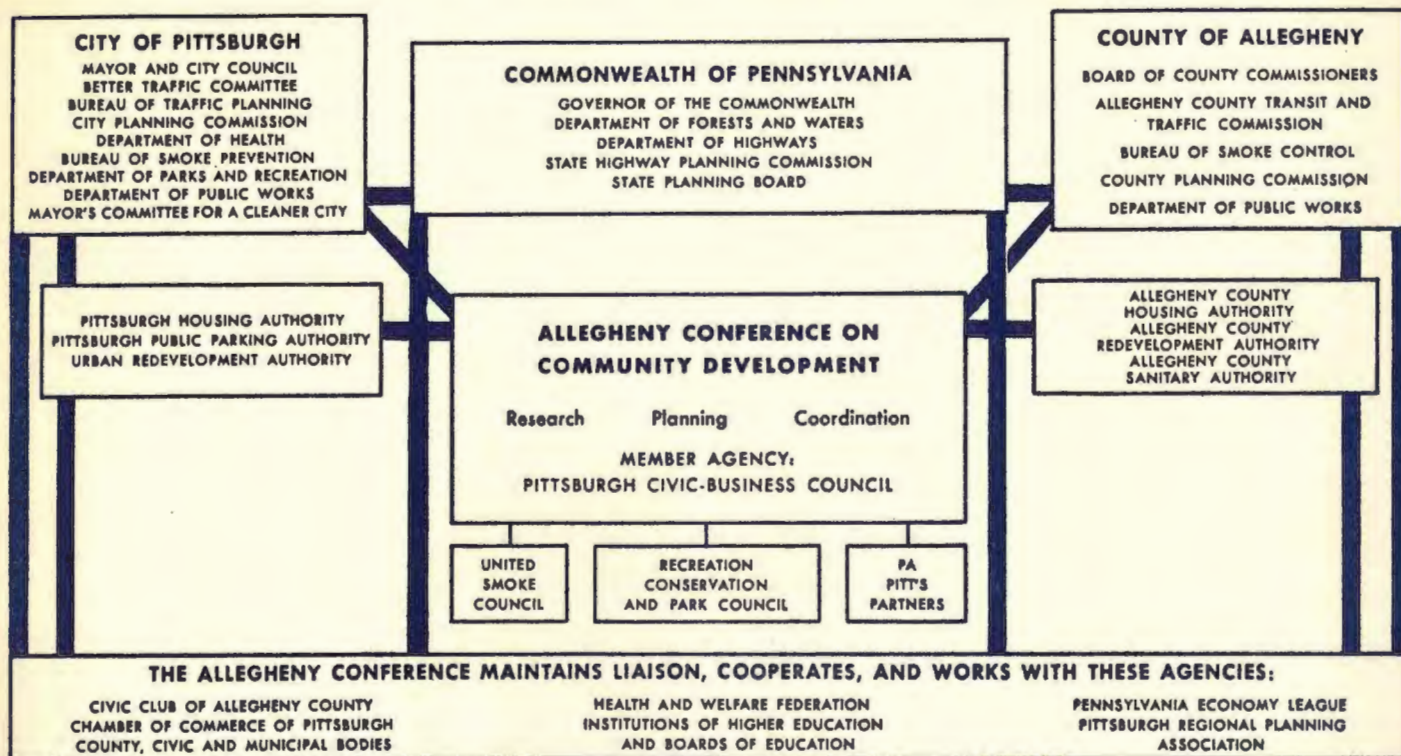
The following outline sets forth the community's improvement and development program. This outline, however, is not intended as a detailed statement of the total program of the Allegheny Conference but presents the major elements contained therein and indicates the comprehensive nature and extent of the program now in progress in the area and the scope and activities of the Allegheny Conference in developing and advancing this program. Both public and private agencies are interested in and part of this program. The Conference serves as a catalyst in bringing these groups together in the interest of advancing the program.

Clean Air Through Smoke Control	Point State Park
Clean Rivers and Streams	Point Redevelopment
Conservation of Resources	Urban Redevelopment
Flood Control	More and Better Housing
Highway Improvements	Greater Recreational Opportunities
Ample Parking Facilities	Expanded Health and Welfare Facilities
Improved Mass Transportation	Refuse Disposal
Adequate Airports	Agricultural Development
Industrial Growth and Expansion	Cultural Activities

Through united community action and enterprise Pittsburgh is embarked upon the most ambitious and far-reaching program in its history — a program designed to develop more fully the human and material resources of the region and enlarge and enrich the future of all who live here.

PATTERN FOR PARTNERSHIP

THE COOPERATIVE WORKING RELATIONSHIP IN SUPPORT OF THE PITTSBURGH REGIONAL PROGRAM



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